JK 3125
.1923
.C6
Copy 1

MANUAL
FOR
MASSACHUSETTS VOTERS

Endorsed by

Americanization Committee, Boston Chamber of Commerce
Education Committee, State Federation of Women's Clubs
Executive Board, Boston City Federation

PRICE, 25 CENTS

Boston League of Women Voters
3 JOY STREET, BOSTON

MANUAL
FOR
MASSACHUSETTS VOTERS

Published by the
College Equal Suffrage League
of Boston
as its Memorial to
Lucy Stone

Reprinted and Copyright, 1923, by the
Boston League of Women Voters
3 JOY STREET, BOSTON

Price, 25 Cents

JK 3125
1923
.C6

Prepared by

FLORENCE H. LUSCOMB
and
IDA PORTER-BOYER

for the

COLLEGE EQUAL SUFFRAGE LEAGUE OF BOSTON

The authors gratefully acknowledge their deep indebtedness to the Boston League of Women Voters for the use of charts and material from the Citizens' Guide, to Mrs. Wenona Osborne Pinkham, Mrs. Teresa A. Crowley, Mr. Charles I. Quirk, Mr. Herbert H. Boynton, and Mr. Alfred L. Cutting, who have given invaluable assistance in the preparation of this manual, and to the various authorities consulted.

Third Edition, September, 1923

32

SEP 25 '23

© Cl A757555

No 1

Foreword

LUCY STONE, the first Massachusetts woman to take a college degree (at Oberlin, Ohio, in 1847), was warmly interested in the promotion of good citizenship. In her own character and life she was a noble example of the qualities that go to make a good citizen. It is therefore fitting that this manual of citizenship should be published by the College Equal Suffrage League of Boston as a memorial to her.

ALICE STONE BLACKWELL.

TABLE OF CONTENTS

Foreword. ***By Alice Stone Blackwell*** 3

Map of Massachusetts 6

National Government 7

The Legislative Department 7
Duties of Congress 8
Committees 10

The Executive Department 11
The Cabinet 12
Succession to the Presidency 13
Commissions and Boards 13

Salaries of National Officers 14

The Judiciary 15

Amending the United States Constitution 16

The State Government of Massachusetts 17

Chart of Massachusetts Government 18

The Legislative Department 17
How a Law is Made 19
Chart: Route of a Bill through the Legislature 21
The Initiative and Referendum 22

Salaries of State Officers 24

Amending the Massachusetts Constitution 25

The Executive Department 25
The Governor 26
The Lieutenant-Governor 27
Succession to the Governorship 28
Other State Officers 28
The Departments 29

The Judiciary 33

County Government in Massachusetts 38

Local Government in Massachusetts 40

Towns 40

Improvement Districts 43

Cities 44
Typical City Government 44
Duties of City Officials 46

Frame of Government of Massachusetts Cities, Table 48

The City of Boston 51

Boston City Government Chart 52-53

The City Departments 57

TABLE OF CONTENTS—Continued

Political Parties 65
History of the Political Parties 65
Political Party Chart 66
Principles of the Political Parties 67
The Democratic Party, by David I. Walsh 67
The Republican Party, by Henry Cabot Lodge 67
The Socialist Party, by George E. Roewer, Jr. 68
Party Organization 69

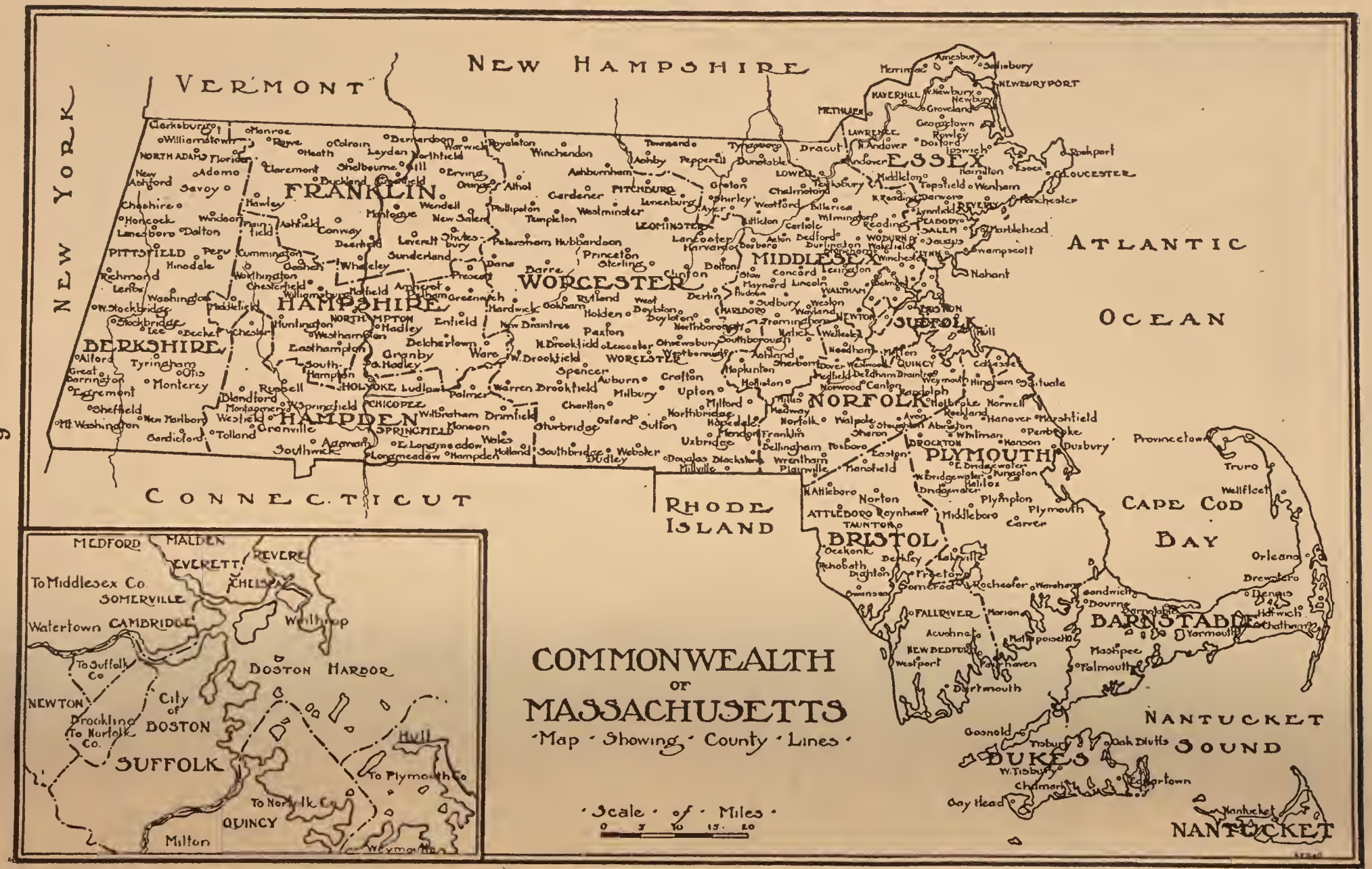
About Elections 70
Who May Vote in Massachusetts 70
National Elections 70
Candidates and Elections 71
Registration 75
Voting 76
Facsimile of a Ballot 78

Naturalization 79
Citizenship of Married Women 83
Citizenship of Children 84

Glossary of Political Terms 85

Bibliography 89

Index 90


NEW HAMPSHIRE
VERMONT
NEW YORK
CONNECTICUT
RHODE ISLAND
ATLANTIC OCEAN
CAPE COD BAY
NANTUCKET SOUND
FRANKLIN
HAMPSHIRE
BERKSHIRE
HAMPDEN
WORCESTER
MIDDLESEX
ESSEX
SUFFOLK
NORFOLK
PLYMOUTH
BRISTOL
BARNSTABLE
DUKES
NANTUCKET
COMMONWEALTH OF MASSACHUSETTS
· Map · Showing · County · Lines ·
· Scale · of · Miles ·
0 5 10 15 20
MEDFORD
MALDEN
EVERETT
REVERE
CHELSEA
To Middlesex Co.
SOMERVILLE
Watertown
CAMBRIDGE
Winthrop
BOSTON HARBOR
To Suffolk Co.
NEWTON
City of BOSTON
Brookline
To Norfolk Co.
SUFFOLK
Hull
To Plymouth Co.
To Norfolk Co.
QUINCY
Milton
Weymouth

NATIONAL GOVERNMENT

(Read the Declaration of Independence
and
The Constitution of the United States.)

The three branches of the National Government are the *Legislative, Executive and Judicial.*

THE LEGISLATIVE DEPARTMENT

The *Legislative* or law-making powers are vested in Congress which consists of a Senate and a House of Representatives.

The Senate is composed of two members from each of the forty-eight States, making ninety-six in all. A Senator must have attained the age of thirty years, have been a citizen of the United States nine years, and be an inhabitant of the State from which he is elected by the people. A United States Senator is elected for a term of six years. The Senate is so arranged that the terms of one-third of the members expire every second year, hence the Senate is a continuous body. The remaining two-thirds are called "hold-overs." The Vice-President of the United States is ex-officio President of the Senate. He does not vote in that body unless there is a tie.

The House of Representatives, at present, consists of 435 members, chosen from the various States according to population. A State is entitled to one representative for every 211,877 of its inhabitants (the apportionment is still based on the census of 1910), but every State is entitled to one representative even though its population is less than the basis of representation. Massachusetts has sixteen representatives.

The territory of Alaska has one delegate, Hawaii and Porto Rico have one commissioner each, and there are two from the Philippines. These have all the privileges of members except the right to vote.

A Representative must be twenty-five years of age, or over, a citizen of the United States for seven years, and an inhabitant of the State, but not necessarily of the district, from which he is elected.

A Representative is elected to serve for two years. His election takes place in November, and his term begins March 4, but he renders no actual service until the following December, thirteen months after his election, unless a special session of the Congress is called. The presiding officer of the House of Representatives is elected from its own membership and is known as the Speaker of the House.

Each Congress covers a period of two years, beginning with March 4 of the odd-numbered years. These Congresses are numbered consecutively. The Sixty-eighth Congress began March 4, 1923, and will terminate March 4, 1925. There are two sessions of each Congress; the "long" session begins the first Monday in December of the odd-numbered years, and may continue indefinitely, even to the time of the second session, which convenes the first Monday in December of the even-numbered years and ends its existence the following March 4. Thus while the "long" session has no definite time of duration, the "short" session is limited to a specified time fixed by the Federal Constitution.

DUTIES OF CONGRESS

According to the tenth amendment to the Constitution "The powers not delegated to the United States by the Constitution, nor prohibited by it to the States, are reserved to the States respectively, or to the people."

Therefore Congress may legislate only on certain subjects, chiefly enumerated in Article I, Section 8 of the Constitution, as follows:

"The Congress shall have Power

1. To lay and collect Taxes, Duties, Imposts and Excises, to pay the Debts and provide for the common Defense and general Welfare of the United States; but all Duties, Imposts and Excises shall be uniform throughout the United States;
2. To borrow Money on the credit of the United States;
3. To regulate Commerce with foreign Nations, and among the several States, and with the Indian Tribes;
4. To establish an uniform Rule of Naturalization, and uniform Laws on the subject of Bankruptcies throughout the United States;
5. To coin Money, regulate the Value thereof, and of foreign Coin, and to fix the Standard of Weights and Measures;
6. To provide for the Punishment of counterfeiting the Securities and current Coin of the United States;
7. To establish Post Offices and post Roads;
8. To promote the Progress of Science and useful Arts, by securing for limited Times to Authors and Inventors the exclusive Right to their respective Writings and Discoveries;
9. To constitute Tribunals inferior to the Supreme Court;
10. To define and punish Piracies and Felonies committed on the high Seas, and Offences against the Law of Nations;
11. To declare War, grant Letters of Marque and Reprisal, and make Rules concerning Captures on Land and Water;
12. To raise and support Armies, but no Appropriation of Money to that Use shall be for a longer Term than Two Years;
13. To provide and maintain a Navy;
14. To make Rules for the Government and Regulation of the land and naval Forces;
15. To provide for calling forth the Militia to execute the Laws of the Union, suppress Insurrections and repel Invasions;
16. To provide for organizing, arming, and disciplining the Militia, and for governing such Part of them as may be employed in the Service of the United States, reserving to the States respectively, the Appointment of the Officers, and the Authority of training the Militia according to the discipline prescribed by Congress;
17. To exercise exclusive Legislation in all Cases whatsoever, over such District (not exceeding ten Miles square) as may, by Cession of particular States, and the Acceptance of Congress, become the Seat of the Government of the United States, and to exercise like Authority over all Places purchased by the Consent of the Legislature of the State in which the Same shall be, for the Erection of Forts, Magazines, Arsenals, dock-Yards, and other needful Buildings;—And
18. To make all Laws which shall be necessary and proper for carrying into Execution the foregoing Powers, and all other Powers vested by this Constitution in the Government of the United States, or in any Department or Officer thereof."

The Senate

(1) Passes on all treaties made by the President, which must have the consent of two-thirds of the Senators present when the vote is taken.

(2) Confirms many Presidential appointments, including those of Cabinet members, diplomatic officials, judges, and a host of minor officials.

(3) Has the sole power to try all impeachments. When the President of the United States is tried the Chief Justice presides. A two-thirds vote of the members present is required to convict.

(4) Determines, in case of a tie vote in the Electoral College, who among the tied candidates shall be elected Vice-President.

The House of Representatives

(1) Originates all bills for raising revenue, although the Senate may propose amendments.

(2) Brings all impeachments.

(3) Determines, in case of a tie vote in the Electoral College, who among the tied candidates shall be elected President.

CONGRESSIONAL COMMITTEES

The Committees of the Senate and House of Representatives are chosen by these respective bodies.

Among the most important committees are:

SENATE	HOUSE
Agriculture and Forestry	Agriculture
Appropriations	Appropriations
Banking and Currency	Banking and Currency
Commerce	Foreign Affairs
Finance	Immigration and Naturalization
Foreign Relations	Labor
Immigration	Merchant Marine and Fisheries
Interstate Commerce	Military Affairs
Military Affairs	Naval Affairs
Naval Affairs	Rivers and Harbors
Railroads	Ways and Means
Rules	

THE EXECUTIVE DEPARTMENT

By Executive Department is meant the President, whose duty it is to put into effect the laws made by Congress.

No person is eligible to the office except a *native born* citizen, who has resided within the United States fourteen years, and has attained the age of thirty-five years.

For the method of electing the President see page 70.

Among the more important **powers of the President** are his authority:

1. As Commander-in-chief of the Army and Navy.

2. To make treaties with foreign nations with the consent, by two-thirds vote, of the Senate.

3. To grant reprieves and pardon offences against the United States except in cases of impeachment.

4. To appoint, with the consent of the Senate, ambassadors, foreign ministers, and consuls, all Federal judges, and nearly all officers of the United States whose appointments are established by law.

5. To veto within ten days congressional legislation, and to call special sessions of Congress.

6. To appoint, with the confirmation of the Senate, administrative heads of respective Departments, who form his Cabinet.

*THE CABINET**

There are ten Cabinet members who compose an advisory board to the President, but he may accept or ignore the advice they give. They have no vote in Congress. They are:

1. **Secretary of State.**—Keeps the seal of the United States, conducts negotiations concerning treaties and relations with foreign governments, issues passports, and generally transacts business between the President and Governors of the States.

2. **Secretary of the Treasury.**—Has in charge the financial business of the country. He collects the revenues and customs, inspects national banks, controls the mints and supervises the printing of paper money.

3. **Secretary of War.**—Has charge of the Army, purchases supplies for soldiers, transports troops, is responsible for the conduct of the Military Academy at West Point, and for the direction of improvements of rivers and harbors.

4. **The Attorney General.**—Acts as legal adviser to the President and the National Government and prosecutes violations of Federal laws.

5. **The Postmaster General.**—Establishes post offices, attends to the carrying and distributing of mails, and to postal savings banks.

6. **Secretary of the Navy.**—Has charge of the construction of vessels, maintenance of navy yards and docks, and purchase of naval stores. He supervises the Naval Academy at Annapolis.

7. **Secretary of the Interior.**—Has a variety of duties. He examines and grants pension claims, issues patents, directs the sale of public lands, the construction and operation of irrigation works, and the geological survey. Also

---

*A reorganization of the Departments is now under consideration.

he is in charge of the Indian Bureau, and the national educational interests.

8. **Secretary of Agriculture.**—Has charge of weather bureau and forestry service, animal industry which includes inspection of meats and meat food products and the improvement of stock, the bureau of chemistry which analyzes foods, fertilizers, soils, etc., the bureau of biological survey, entomology, and statistics.

9. **Secretary of Commerce.**—Deals with coast and geodetic survey, fisheries, navigation, steamboat inspection, and questions of manufacturing, mining, and transportation.

10. **Secretary of Labor.**—Investigates conditions of labor, supervises the Children's Bureau, immigration and naturalization.

The various subdivisions of the above Departments are known as bureaus.

SUCCESSION TO THE PRESIDENCY

Should the President of the United States die, or be removed by disability or impeachment, he would be succeeded by the Vice-President. Should the latter be removed, the succession to the presidency would devolve on the Cabinet members in the order above mentioned. Thus it is quite possible to have as President of the United States one who was not elected by the people, but was chosen as a cabinet appointee.

COMMISSIONS AND BOARDS

Congress has also created various Commissions outside the regular Departments, of which the more important are:

The United States Civil Service Commission, of three members, to administer the examination and appointment of applicants for government employment.

The Interstate Commerce Commission, of seven members, to supervise interstate means of transportation and

communication, as to rates and other matters affecting the public welfare.

The Federal Trade Commission, of five members, to prevent unfair practices in interstate business. It also gathers commercial information.

The Federal Reserve Board, of seven members, including the Secretary of the Treasury, to supervise the Federal Reserve Banking system, which is designed to prevent business and financial stress by providing elasticity in the circulation of money.

The United States Tariff Commission, of six members, to gather information relating to the tariff for the guidance of the President and Congress. The Tariff Act of 1922 authorized the President to increase or decrease duties in accordance with the facts ascertained by the Commission.

The United States Railroad Labor Board, to decide disputes between the railroad management and employes concerning wages or working conditions. Its decrees are not binding on either party. Of the nine members of the Board, three are representatives of railroad labor, three of management, and three of the public.

SALARIES OF NATIONAL OFFICERS.

Member of House of Representatives	$ 7,500	yearly
Senator	7,500	"
Cabinet Member	12,000	"
Vice-President of the United States	12,000	"
President of the United States	75,000	"

In addition Congressmen are allowed mileage for each session of 20c each way to and from their homes, and other perquisites. The President has at his disposal an annual allowance of $25,000 for travelling expenses, and various additional sums for clerks, carriages, fuel, printing, care of grounds, etc., amounting to about $225,000 per year.

THE JUDICIARY.

The Federal Courts are quite distinct from State Courts. Article III of the Federal Constitution creates one Supreme Court; the inferior Courts are established by Congress. The Judges of all Federal Courts are appointed by the President and the Senate. They hold office during life, unless they resign or are removed by impeachment. The Supreme Court sits in Washington, D. C., from October to May each year. Judges of the Supreme Court are nine in number. In order to divide the work of the Federal Courts, Congress has partitioned the country into nine circuits, each containing a Federal Circuit Court of Appeals. Each Supreme Court Judge is assigned to a circuit. Justice Holmes is assigned to the First Circuit, which includes Massachusetts. The Circuit Courts are subdivided into eighty-four districts, of which Massachusetts is one. In three cases one District Judge serves two districts; otherwise each district has one or more Federal District Judges. There is a United States District Attorney for each district. In most cases if a party is dissatisfied with the decision of a District Court he can appeal to the Circuit Court and through it to the Supreme Court of the United States. *A decision rendered by the Supreme Court is final.*

Federal Courts have jurisdiction over all infractions of Federal laws; over cases in which the United States, two or more States, or citizens of different States, are parties; and those affecting foreign representatives such as ambassadors and consuls. *If a question of Federal law is involved,* a Federal Court may also review the decision of the highest State Court.

There is also a United States Court of Claims, to hear all claims against the United States, except pensions, and a United States Court of Customs Appeals to hear appeals in cases relating to tariffs.

AMENDING THE UNITED STATES CONSTITUTION.

The process for amending the Constitution of the United States is determined in Article V of that instrument, which reads:

"The Congress, whenever two-thirds of both Houses shall deem it necessary, shall propose Amendments to this Constitution, or, on the Application of the Legislatures of two-thirds of the several States, shall call a Convention for proposing Amendments, which, in either Case, shall be valid to all Intents and Purposes, as Part of this Constitution, when ratified by the Legislatures of three-fourths of the several States, or by Conventions in three-fourths thereof, as the one or the other Mode of Ratification may be proposed by the Congress; Provided that no Amendment which may be made prior to the Year One thousand eight hundred and eight shall in any Manner affect the first and fourth Clauses in the Ninth Section of the first Article; and that no State, without its Consent, shall be deprived of its equal Suffrage in the Senate."

SEAL OF THE UNITED STATES.

THE STATE GOVERNMENT OF MASSACHUSETTS

Our State government is set up by the Constitution of Massachusetts, which is in two parts,—A Declaration of the Rights of the Inhabitants and a Frame of Government. The latter provides "for an equitable mode of making laws, as well as for impartial interpretation and a faithful execution of them"; in other words, it divides the State government into legislative, judicial, and executive departments.

The term of every elected State officer is *two years*. No person may be elected who does not know how to read and write.

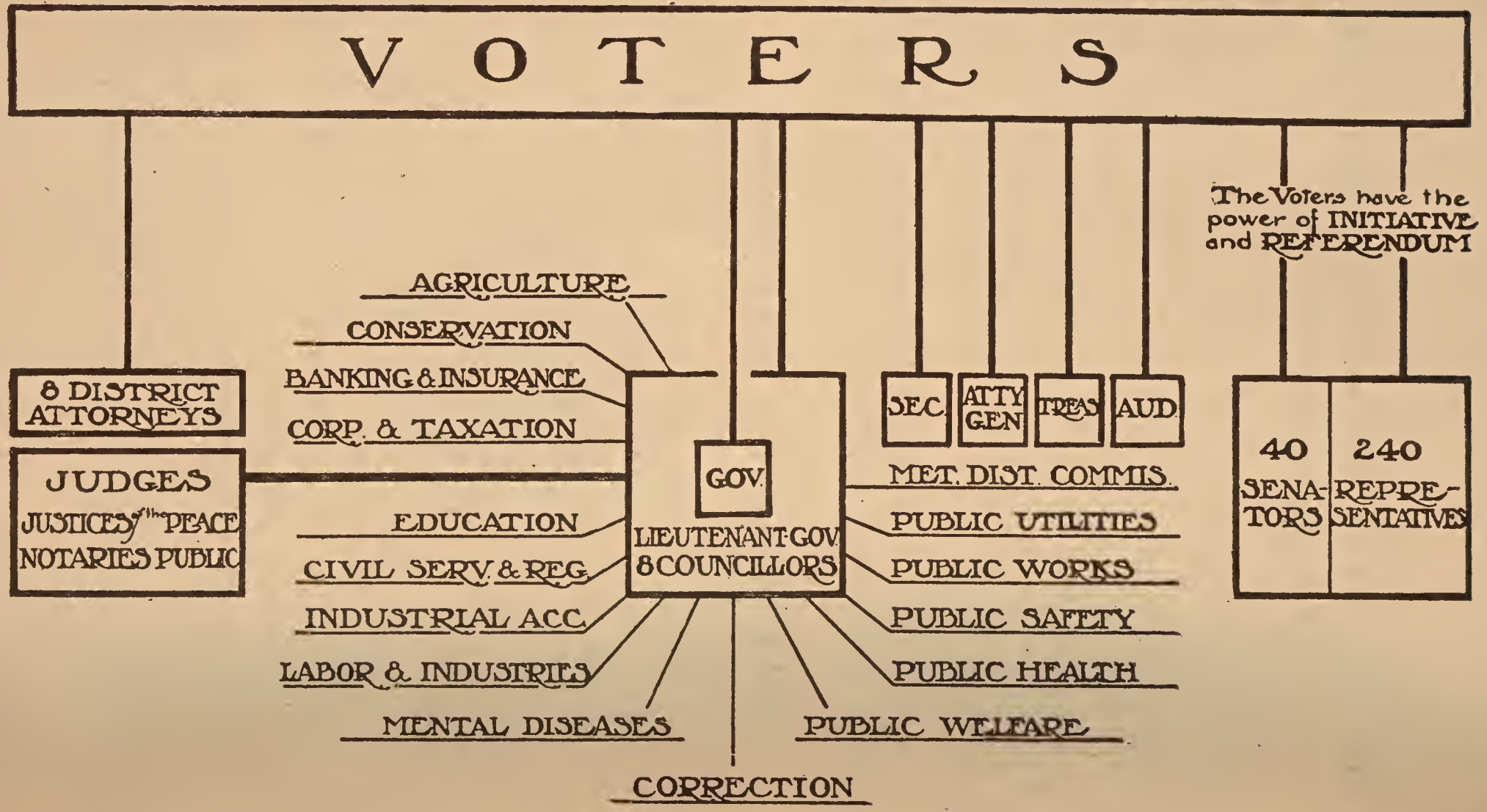
THE LEGISLATIVE DEPARTMENT.

The Legislature makes the laws. In Massachusetts it is called the *General Court.* It consists of two branches, *a Senate and a House of Representatives.* It *meets every year* in the State House at Boston, on the *first Wednesday in January,* and the session usually lasts until summer. A *special session* may be called at other times.

The **Senate has 40 members,** one elected from each of the 40 Senatorial Districts into which the State is divided. A Senator must live in the district he represents, and must have lived in the State for the five preceding years. The Senate elects one of its members as its presiding officer, called the *President of the Senate.*

The **House of Representatives has 240 members,**—one, two, or three elected from each of the 165 Representative Districts of the State, according to the number of legal voters in the district. A Representative must

MASSACHUSETTS STATE GOVERNMENT



JUDICIARY EXECUTIVE LEGISLATIVE

live in the district he represents and must have lived in the State for one year. The House chooses one of its members to preside, called the *Speaker of the House.*

Senate and House Committee members are appointed by the President and Speaker respectively.

Any State officer may be removed by impeachment by the General Court for misconduct in office. The impeachment, or accusation, is made by the House of Representatives and tried by the Senate.

HOW A LAW IS MADE.

(See chart, page 21)

In general, a measure is **introduced** in the Legislature, **referred to a committee,** has a **public hearing,** is **reported** by the committee, **passes three readings** in either one of the branches, **passes three readings** in the other branch, is **enacted by the House,** is **enacted by the Senate,** and is **signed** by the Governor.

A bill may be introduced

(1) by petition of any citizen, presented by a member of the General Court.
(2) by initiative petitions, under the initiative and referendum.
(3) by any member of the General Court.
(4) by a committee, based upon a message from the Governor or any report referred to it.
(5) by the Governor.

Bills, except those of a committee or the Governor, must be filed in the first eleven days of the session. Later bills may be admitted only by a four-fifths vote in both branches.

Measures may be introduced in either house.

The measure is now referred to the appropriate standing committee. These are about thirty in number, most of them joint committees composed of both Senators and Representatives. The committee studies the measure and holds one or more public hearings, at which all per-

sons, in favor or opposed, may appear and present their arguments. The committee reports the measure to the Legislature, with a favorable or adverse recommendation. An adverse report makes the passage of the measure more difficult. *Every measure must be reported.* Bills to raise State revenue must be reported into the House; all others may be reported into either branch.

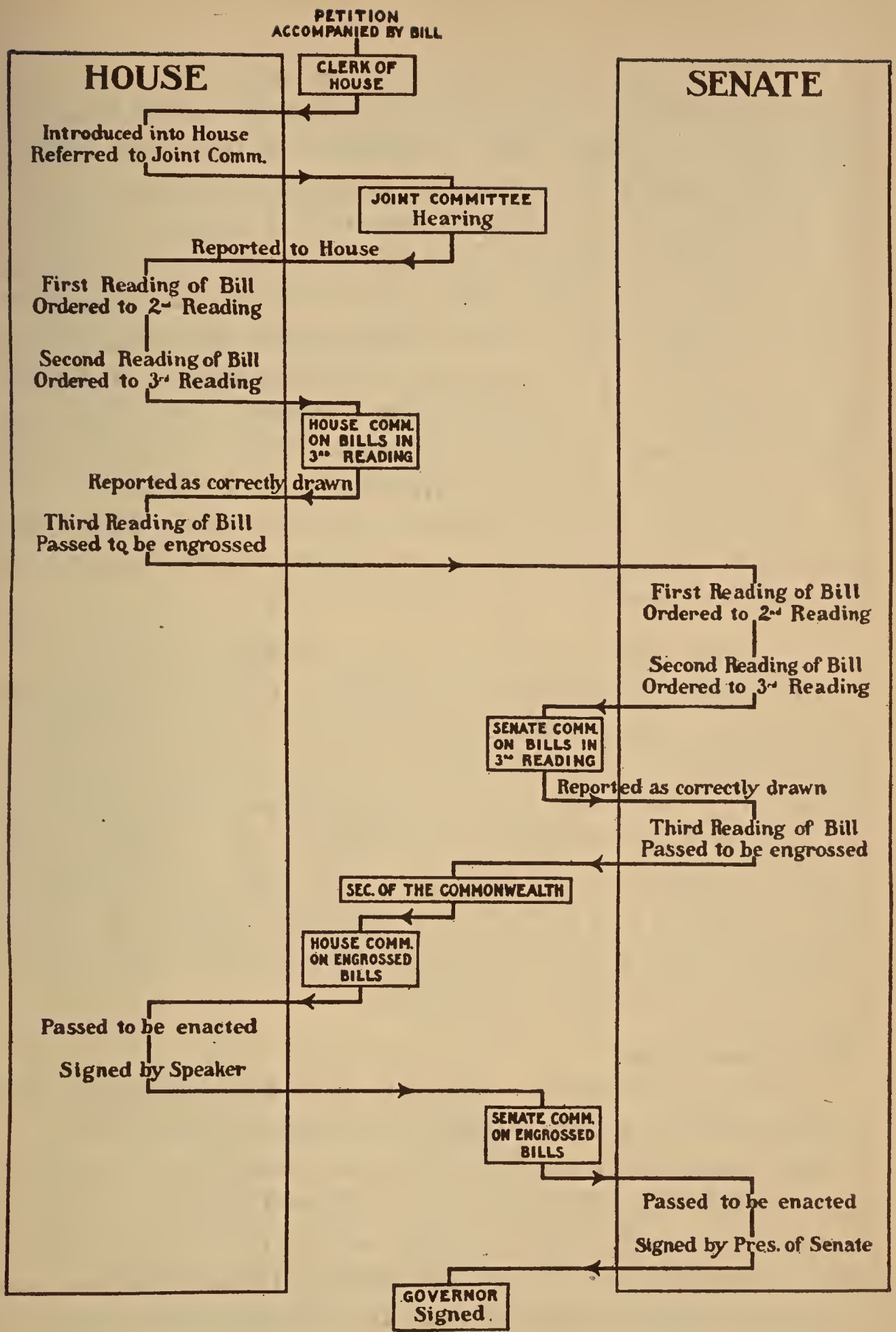
If the bill involves the expenditure of any money it then goes to a second committee for a report on its financial aspects. (In the Senate to Ways and Means. In the House to Ways and Means, or to Counties if it is county money which is involved.)

Certain motions, including any proposition which involves a special investigation by a legislative committee, go to the Rules Committee in addition.

The measure is now read three times, on different days, and may be debated and amended at the second and third readings. Before its third reading the Committee on Bills in Third Reading makes certain that it is correctly and clearly worded.

It then goes to the second branch, where the same process is repeated. If this body amends it in any way, it must go back to have the first house concur in the changes, and it may be necessary to have a conference committee of members of the two houses to adapt the measure so that both branches will accept it.

The Secretary of the Commonwealth next makes an engrossed copy, which is examined by the House Committee on Engrossed Bills to make certain that it is absolutely correct. It is then passed once more by the House, signed by the Speaker, and sent to the Senate. In the same way it is reported "rightly and truly engrossed" by the Senate Committee on Engrossed Bills, "passed to be enacted" by the Senate, signed by the President of the Senate, and is sent to the Governor.



ROUTE OF A BILL THROUGH THE LEGISLATURE.

A bill raising money must originate in the House: any other bill may be voted on first in either the House or the Senate. If it involves the expenditure of money, or special investigations by a legislative committee, it has one or two additional committee stages in each branch.

If the *Governor signs* the bill it becomes law. He may, however, *"veto"* it, by returning it unsigned within five days with a message stating his objections. It then does not become law unless it is *"passed over the Governor's veto"* in each house by a two-thirds vote of the members present. If the Governor does not veto the bill within the five days allowed him it *becomes law even without his signature,* except at the end of the session when the Legislature adjourns before the expiration of the five days. In appropriation bills, but no others, the Governor may veto separate items and approve the rest. The Governor may also, once only, *return any measure to the Legislature,* recommending that certain amendments be made. That body may make these amendments, or others, or may return the bill to the Governor in its original form.

THE INITIATIVE AND REFERENDUM

Laws may also be passed or defeated under the Constitutional provisions for the *initiative and referendum,* according to which "the people reserve to themselves the popular initiative, which is the power of a specified number of voters to submit Constitutional Amendments and laws to the people for approval or rejection; and the popular referendum, which is the power of a specified number of voters to submit laws, enacted by the General Court, to the people for their ratification or rejection."

The Initiative.

Certain matters are excluded from the initiative, such as those dealing with religion, or with localities, etc.

Ten voters may petition for a law, and have the Attorney-General certify that it is in proper form, has not been submitted within three years, and is not on one of the excluded subjects. They file their petition with the Secretary of the Commonwealth, who issues petition blanks for further signatures.

If the signatures of **20,000 voters** are filed with the Secretary by the first Wednesday of December, the measure comes before the next Legislature. That body may not amend it in any way, but may propose a substitute to go on the ballot as an alternative measure.

If the General Court does not enact the measure, and if **5,000 additional signatures** are filed, the question goes on the ballot at the next State election.

If the affirmative votes are a **majority of those cast on the measure,** and are not less than **30% of the total number of ballots cast at the election,** the law is passed.

The Governor may not veto such a law, but the General Court may subsequently amend or repeal it.

The Referendum.

Certain subjects are excluded from the referendum, largely the same ones as from the initiative.

No law passed by the General Court on unexcluded subjects may go into effect for ninety days, unless the Governor, or the General Court by a two-thirds vote, declares it to be an emergency law, necessary for the immediate preservation of the public peace, health, safety, or convenience. The emergency clause may not be applied to the granting, amendment, or extension for more than one year of any franchise. An emergency law may go into immediate effect, but is not exempt from the referendum.

Ten voters may within thirty days file with the Secretary a petition for a referendum on any law passed by the Legislature (not on an excluded subject) and secure blanks for further signatures.

If **10,000 signatures** are filed within ninety days after the law becomes law, the question is submitted to the voters at the next State election. (If less than thirty days intervene, not until the following State election.)

If **15,000 signatures** are filed the law is **suspended** pending the election. This cannot be applied to an emergency law.

If the negative votes are a **majority of those cast on the measure** and are equal to **30% of the total ballots cast at the election** the law is repealed.

General Provisions of the I. and R.

Not more than one-fourth of the petition signatures may be from any one county.

When any measure is to be voted upon at an election the Secretary of the Commonwealth must prepare and send to every voter a pamphlet of information about it.

SALARIES OF STATE OFFICERS

(Jan. 1, 1923)

Governor	$10,000	yearly
Lieutenant-Governor	4,000	"
Councillors	1,000	"
Secretary	6,000	"
Attorney-General	8,000	"
Treasurer	6,000	"
Auditor	6,000	"
Department Heads ..... maximum 5,000 to	9,000	"
State Senators and Representatives	1,500	"
President of Senate and Speaker of House	3,000	"

AMENDING THE MASSACHUSETTS CONSTITUTION

In general, an amendment must be **passed by two General Courts successively elected** (not two sessions of the same General Court), **at joint sessions** of the Senate and House, and be **adopted on a referendum** to the voters at the next State election. The votes necessary for its passage in these various stages depend on how the amendment originated.

INITIATIVE AMENDMENT	LEGISLATIVE SUBSTITUTE FOR AN INITIATIVE AMENDMENT	LEGISLATIVE AMENDMENT
Introduced by initiative petition of 25,000 voters, not more than one-quarter from any one county. Legislature may amend by vote of three-quarters of those voting thereon.	Introduced by a member of the General Court.	Introduced by a member of the General Court.
Passes General Court by vote of ¼ *of all members elected, or 70 votes.*	Passes General Court by *majority vote of those voting thereon.*	Passes General Court by *majority vote of all members elected, or* 141 *votes.*
Adopted by voters if the affirmative votes are a *majority of those cast on the measure and are 30% of total ballots cast at the election.*	Adopted, same as Initiative Amendment.	Adopted if the affirmative votes are a *majority of those cast on the measure.*

The Constitution may also be amended by the process of a **Constitutional Convention.** The voters elect delegates, who draft amendments, and submit them for ratification to the voters.

THE EXECUTIVE DEPARTMENT.

The Executive Department carries out the law and business of the Commonwealth. It consists of the **Governor, Lieutenant-Governor, 8 Councillors,** and 4 other

elective State officers—**Secretary of the Commonwealth, Attorney-General, Treasurer, and Auditor,** each in charge of a Department,—and **16 other Departments.** The Governor, Lieutenant-Governor and Councillors take office on the Thursday after the first Wednesday of January following their election, and the other officers on the third Wednesday in January.

THE GOVERNOR

The Governor is the head of the State. He must have been a resident of the Commonwealth for the seven preceding years. Most of the Governor's acts are subject to confirmation by a Council,—an unusual provision existing in but four States. The Governor's Council consists of the Lieutenant-Governor and one member elected from each of the eight Councillor Districts into which the State is divided. The Governor presides at the Council meetings, but has no vote. Ordinarily meetings are held once a week.

Powers Which the Governor May Exercise Alone.

He is *Commander-in-Chief* of the military and naval forces of the Commonwealth, and may order out the militia for training, parade, the enforcement of law, and in cases of rebellion or invasion. He may *not,* however, proclaim martial law, as only the Legislature may do this.

The Governor's *veto* is a power of utmost importance. (See page 22.) He may declare an act an emergency measure. (See page 23.)

The Governor sends a yearly *message to the General Court,* and may also send special messages from time to time.

The Governor must draw up a *yearly budget,* or estimate of all the State expenses and revenues for the coming year.

Under the United States Constitution the Governor has

the power of *extradition*,—which is the power of securing the return of a fugitive from justice who has fled from one State into another.

Powers of the Governor, with the Advice and Consent of the Council.

Control over the Departments. He appoints and may remove the Commissioners in charge of the sixteen Executive Departments, and with but two exceptions determines their salaries, subject to maximum limitations. He appoints some of the lesser officials and must approve many other salaries. Rules and regulations established by the Departments must be approved by him.

It is the duty of the Governor and Council to inspect all State institutions.

He appoints all Judges of the Commonwealth, as also Justices of the Peace and Notaries Public. (See Judiciary, page 33.)

He may call a *special session of the Legislature.*

He may *pardon offences*, except that no pardon may be granted until after conviction, nor to any person convicted on impeachment.

He must *approve all expenditures* from the State treasury.

He has a right,—possessed also by each branch of the Legislature,—to require the opinions of the Justices of the Supreme Judicial Court, but only "upon important questions of law and upon solemn occasions", which means only when the subject is actually before the body asking the opinion.

THE LIEUTENANT-GOVERNOR.

The qualifications of the Lieutenant-Governor are the same as those of the Governor.

Ordinarily his only duties are those belonging to him

as a member of the Governor's Council. In case of the death or incapacity of the Governor, or during his absence from the State, the Lieutenant-Governor assumes the office, with all its responsibilities.

SUCCESSION TO THE GOVERNORSHIP.

If both the Governor and Lieutenant-Governor are permanently or temporarily unable to act, the Secretary, Attorney-General, Treasurer, and Auditor in turn succeed to the duties of the office.

OTHER STATE OFFICERS

The Secretary of the Commonwealth has a great variety of duties, mostly relating to the keeping of records. The official records of both the Executive and Legislative Departments are in his charge, as well as the archives containing priceless historical documents. He issues commissions of officials and charters of corporation, registers trade marks, and receives returns of vital statistics, naturalization, etc., and corporation reports. He directs the taking of the State census every tenth year (1915 etc.). He has entire management of everything connected with State elections,—registration of voters, elections, and candidates' returns of expenses.

The Attorney-General represents the Commonwealth in important criminal and civil cases; renders all legal services required by the State officers; prosecutes offenders against the laws of the Commonwealth; and advises with the District Attorneys.

The Treasurer has the custody and administration of the moneys of the Commonwealth. No person may be Treasurer more than three successive terms.

The Auditor must approve all demands for payment made against the State, and see that all departments and institutions keep proper financial accounts.

*THE DEPARTMENTS.**

The following is a summary of the Departments and the duties allotted to each. Four of the Departments (Banking and Insurance, Civil Service and Registration, Industrial Accidents, and Public Utilities) are under Commissions of two or more members; each of the others is in charge of a single Commissioner. The Commissioners are appointed for terms of three or five years by the Governor and confirmed by the Council. They also determine the Commissioners' salaries (except the Departments of Industrial Accidents and of Public Health) subject to a maximum limitation varying from $5,000 to $9,000 in the several Departments. With very few exceptions each Department is organized in divisions, each under a Director, to handle the different phases of its work. Generally the Commissioner, subject to the approval of the Governor and Council, appoints the Directors and fixes their salaries.

The Department of Agriculture promotes the agricultural welfare of the State, through many and various activities.

The Department of Conservation protects our resources of forests, fish, birds, and game and domestic animals.

The Department of Banking and Insurance strives to safeguard the people against wildcat banks and insurance companies, and extortionate loan sharks, and directs the State-aided system of Savings Bank Life Insurance.

---

*A special commission investigating State administration and finance in 1922 recommended a drastic reorganization of the work of the executive departments, so that there should be nine major departments,—Administration and Finance, Public Safety, Public Welfare, Corporate Activities, Public Works, Agriculture and Conservation, Public Health, Labor and Industries, and Education. Therefore within the next few years there may be a complete redistribution of the various functions described here.

As a step in this direction the Legislature in 1922 created a permanent Commission on Administration and Finance with (1) a Comptroller's Bureau to keep all the State financial accounts, (2) a Budget Bureau to prepare the annual estimates, (3) a Purchasing Bureau, and (4) a Division of Personnel and Standardization to promote co-ordination and uniform methods in the departments.

The Department of Corporations and Taxation has charge of the assessment and collection of all the State taxes,—direct, income, inheritance, etc.—and passes upon the organization and conduct of all corporations.

The Department of Education fosters and has general oversight of education in the Commonwealth; holds local schools to a high standard by setting the requirements which they must meet in order to share in State aid; conducts the ten State Normal Schools. The Trustees of various institutions serve under this Department: —the Massachusetts Agricultural College at Amherst, the Massachusetts Nautical School, and the three textile schools maintained in Fall River, Lowell and New Bedford.

The Division of University Extension conducts extension classes and correspondence courses.

The Division of Immigration and Americanization is a great service bureau to give the immigrant advice, information, and protection from exploitation, and to promote his assimilation and naturalization.

The Division of the Blind registers and investigates the condition of the blind, and aids them by maintaining information and employment bureaus, workshops, and salesrooms.

The Division of Public Libraries promotes the establishment and efficiency of free public libraries especially in small towns.

The Department of Civil Service and Registration. The Civil Service Division aims to protect us from inefficient public employees and the corrupting spoils system, by placing upon the merit system the selection and discharge of persons appointed to office or receiving labor employment in the government of the Commonwealth, cities, and towns.

The Division of Registration protects us from

ignorant and quack medical service by requiring the examination and registration of persons practicing medicine, dentistry, pharmacy, registered nursing, embalming, optometry, or veterinary medicine. Electricians and Certified Public Accountants must also be registered.

The Department of Industrial Accidents enforces the Workmen's Compensation Law, which provides a definite scale of payments and necessary medical treatment for workmen injured in the course of their employment, without the necessity of a lawsuit.

The Department of Labor and Industries is charged with enforcing all the labor laws and regulations which protect the workers; strives to eliminate accidents and occupational diseases; seeks to settle industrial disputes; administers the Minimum Wage Law, aiming to raise wages of the most underpaid women and child workers; maintains the State free employment bureaus; collects statistics on labor and manufactures; and supervises weights and measures.

The Department of Mental Diseases inspects and has general supervision over the State and private institutions for the insane, epileptic, and feeble-minded, and through its Division of Mental Hygiene seeks to prevent mental diseases.

The Department of Correction controls the five State penal institutions; has limited authority over county institutions; and paroles prisoners.

The Department of Public Welfare supervises the State, County, and local charitable institutions, and private charities; boards out and supervises all of the dependent and neglected children who come into the care of the State; conducts the three Training Schools and the parole departments for wayward and delinquent boys and girls; also seeks to improve housing conditions.

The Department of Public Health promotes public health through manifold activities. Seven District Health Officers keep watch over health conditions and advise and help the local authorities and physicians throughout the State.

The Department makes inspections and enforces the laws relating to food, drugs, pure ice, milk, dairy products, slaughter-houses, cold storage plants, etc.; carries on a vast educational work dealing with the care and prevention of disease, food and nutrition, dental hygiene, and above all with child conservation; investigates water supplies, sewerage and drainage systems, and undertakes special sanitary engineering jobs; seeks to control dangerous diseases and epidemics; carries on special investigations and campaigns; maintains laboratories; directs the four State Consumptive Sanatoria.

The Department of Public Safety is charged with enforcing the criminal laws; licenses and inspects certain buildings,—such as schools, factories, stores, hotels, tenements, theatres,—to see that they comply with the laws for public safety; regulates the handling of explosives and inflammables, and has important fire prevention duties.

The Department of Public Works. The Division of Highways constructs and maintains the system of State highways, registers motor vehicles and aircraft, and licenses operators. The Division of Waterways and Public Lands has general care and supervision of all harbors and tidewaters, of the Connecticut, Merrimac, and Taunton Rivers, and of great ponds. It has especial authority to develop and administer the port of Boston.

The Department of Public Utilities regulates various public service corporations (steamboat companies, most electric railways, railroads within the State, and telephone, telegraph, express, gas, electric, and private

water companies) as to their rates, equipment, quality of service, and financial operation.

The Metropolitan District Commission maintains the Metropolitan park and boulevard, water, and sewerage systems, which serve Greater Boston, and studies metropolitan transportation problems.

THE JUDICIARY.

In Massachusetts *all Judges are appointed for life* by the Governor and confirmed by the Council. A Judge may retire, but can be removed only

(a) by the Governor and Council, on account of age, or mental or physical disability.

(b) by address: that is, a request for his removal passed by the Legislature and approved by the Governor and Council.

(c) by impeachment for misconduct.

KINDS OF COURTS

The courts of Massachusetts are of three grades:

District Courts, called **Municipal Courts** in Boston, six Boston Districts, and Brookline.

The Superior Court.

The Supreme Judicial Court.

There are also special courts to handle special classes of cases,—**Land, Probate, and Juvenile Courts.**

The Municipal and District Courts, of which there are 73. Each has authority over a certain area. Each is presided over by a Justice (the legal term for a Judge), with other Associate and Special Justices to conduct additional trials. Each has a Clerk, who keeps its records. These courts meet daily throughout the year to

transact criminal* business, and generally weekly, except in summer, for civil business. *They have no jury.*

The enormous bulk of minor litigation is handled in these courts. They try all misdemeanors†,—such as drunkness, automobile-law violations, and petty larceny, and may try civil cases cases involving $1,000 or less. (The Boston Municipal Court has jurisdiction up to $2,000.)

Since the right to trial by jury is guaranteed by the Constitution, either party which is dissatisfied with the decision of one of these courts may appeal to the Superior Court, where the case is tried afresh from the beginning. [*Civil* cases in the Boston Municipal Court go instead to a special Appellate (appeal) Division of the Municipal Court, consisting of three Justices, but the defendant has the right, *before* trial, to remove the case to the Superior Court.]

These courts also conduct the original hearings of persons accused of felonies, and decide whether or not to hold them for the Grand Jury.

The Superior Court consists of a Chief Justice and 27 other Justices, each of whom presides over a trial. *This court has a jury,* though cases may be tried without it if both parties waive jury trial.

The court holds specified sessions in each county, in the "shire town" or towns. The Justices travel about the State. In Suffolk County the sessions are practically continuous from October to June, and usually ten or eleven Judges will be conducting trials at one time. The voters of Suffolk County elect two Clerks of the

*Cases are either civil or criminal. Criminal cases are **brought by the State for violation of the law:** civil cases are those dealing with **claims rather than crimes,** and are usually **between private individuals.**

†Offences are classified as of two degrees: **felonies,** crimes punishable by death or imprisonment in state prison; **misdemeanors,** all less serious offences.

Superior Court and one of the Supreme Judicial Court: every other county elects one Clerk of Courts who serves both courts.

This is the great jury trial court. It tries all indictments for felonies, most of the complaints for serious misdemeanors, and most civil suits involving more than $300. (Smaller suits may be brought in this court instead of in the lower court if the plaintiff chooses.) It also hears all divorce cases.

Questions of law may be appealed to the Supreme Judicial Court.

The Supreme Judicial Court consists of a Chief Justice and six other Justices.

Certain kinds of cases, including those involving questions of taxation, right to public offices, dissolution of corporations, and other like matters, may have their original trial before single Justices of this court, sitting at stated times in each county.

The full bench also sits periodically in each county as an *appellate court,* when four or more Justices have the final decision on all questions of law appealed from any lower court and from the individual Justices of this court. If an appeal is sustained, the case goes back to the other court, there to be retried. The Supreme Judicial Court interprets the State Constitution when cases involving it arise. The decisions and interpretations of this court really establish what is the law of the Commonwealth.

Special sessions of these several courts are held, devoted to special classes of cases, such as equity sessions (to deal with civil cases in which the application of the ordinary law does not provide a just settlement), separate sessions for civil and criminal cases, for cases requiring a speedy trial, and for divorce cases. The Domestic Rela-

tions Court in Boston is part of the Boston Municipal Court.

Special courts also exist. Each county has a **Judge of Probate and Insolvency,** who settles estates, appoints guardians, and hears separate support cases. **The Land Court** sits in Boston to pass upon titles. Boston has a **Juvenile Court,** which deals with delinquents less than 17 years of age, and neglected children up to 16 years. Special Juvenile Sessions of the various District Courts are generally held elsewhere.

There are eight elected **District Attorneys** who prosecute offenders against the State laws, and have also the important duty of discovering criminals and securing their indictment by the Grand Jury.

The grand jury exists to decide whether, in the case of any person charged by the District Attorney with a felony or held by the District Court, the evidence against him is sufficient to warrant trying him. The grand jury in each county is composed of 23 men, who hear *privately* the evidence *against* the accused, and decide by *majority vote* whether or not to find an indictment against him.

The trial, petit, or traverse jury consists of 12 men. The jury list is made up from the qualified voters, with numerous exemptions, by the Selectmen in towns and by the Registrars of Voters in cities,—in Boston, Cambridge and Lowell by the Election Commissioners,—and the panel for each particular session is chosen by lot from this jury list. The jury hears the evidence and decides the *facts* of the case by *unanimous* vote: the Judge determines the *law* relating to the case, such as what evidence may be admitted, etc. The jury's decision in regard to facts is conclusive, except that the Judge may set aside

any verdict, except acquittal of a criminal charge, if in his opinion it is contrary to the law and the evidence.*

At the discretion of a Judge any prisoner may be put on **probation,** and each District and Superior Criminal Court has one or more **probation officers** to oversee him during his probation period, which is generally six months or a year.

Justices of the Peace, Notaries Public, and Special Commissioners are commissioned to perform certain duties relating to the judiciary, chiefly to take acknowledgments to legal documents and to administer oaths. Justices of the Peace may also summon witnesses and certain ones are authorized to perform marriages. These officials are appointed by the Governor and Council for a term of seven years and are removable at will. They receive no salary, but charge fees for their services.

In eleven of the smaller communities a Justice of the Peace is specially commissioned for three years as a *Trial Justice,* to try certain trivial offences.

SEAL OF THE COMMONWEALTH

*Genl. Laws, 1921; Chap. 231, Section 127.

COUNTY GOVERNMENT IN MASSACHUSETTS

In Massachusetts the county is primarily a **judicial district** of the State, having also **certain functions of local government.** Each of the fourteen counties maintains one or more court houses and one or more jails, and all except Dukes a house of correction; many maintain county training schools for truants; all except Suffolk carry on some form of aid to agriculture, or a county agricultural school, or both; and after 1925 each county will be required to provide adequate care for the treatment of tuberculosis. The county also takes an active part in highway improvements. Some counties spend over a million dollars annually.

The county business is administered by **three County Commissioners,*** elected for four-year terms. **Two Associate Commissioners** are also elected to serve in cases when a Commissioner is absent or is interested in a question before the board. The County Commissioners represent their county and have the care of its property and the management of its affairs in all cases not otherwise expressly provided for. They see to erecting and repairing all necessary public buildings, including accommodation for all courts sitting in the county. They prepare the annual county budget, subject to its approval by the Legislature. They have wide powers as to the alteration and construction of roads in towns, and in some cities. They have responsibility as to the construction and safety of reservoirs, dams, etc. They prescribe the manner of crossing of highways and railways, and assess damages

*Except in Boston, Chelsea and Nantucket, where the city or town authorities take their place. The Middlesex Commissioners have jurisdiction over certain matters in Revere and Winthrop in Suffolk County.

for the taking of land for various purposes. They are a board of appeal from the action of local boards of health, of assessors, and in some other matters. After each State census they re-divide their counties into Representative Districts.

Other county officers are elected as follows:

Clerks of Courts, 3 in Suffolk County, 1 elsewhere, elected for six-year terms. They act as Clerks of the Superior and Supreme Judicial Courts and of the Boards of County Commissioners.

Sheriff, six-year term, enforces court decrees, has custody of all prisoners, and in many counties performs the duties of master and keeper of the jails and houses of correction.

Treasurer, six-year term.

Register of Probate and Insolvency, six-year term. He keeps the records of the Probate Court.

Register of Deeds, six-year term. He records deeds, mortgages, and certain other documents.

Every county has one or more **Medical Examiners** appointed by the Governor and Council, who act as coroners and hold inquests on the bodies of persons supposed to have come to their death by violence.

If the county business requires it, additional officers are appointed by the County Commissioners, such as Superintendent of the Training School, Superintendent of Buildings, Engineer, etc.

LOCAL GOVERNMENT IN MASSACHUSETTS

The whole area of Massachusetts is organized in town and city units—316 towns and 39 cities in 1923. As these units are created by, and receive all their powers from the Legislature, they are subject to change at any time by that body. They have a twofold character: they are the agencies through which the State does certain things, such as enforcing its laws and collecting its taxes; and they are governing bodies over local affairs.

The city is a **representative government;** the voters delegate their powers to their elected officials. The town is a **pure democracy;** the voters legislate and decide town business at first hand in town meeting. A few towns have adopted a **representative town meeting** which is a combination of the two other forms.

To become a city, a town must have at least 12,000 inhabitants, and must receive and vote to accept a charter from the Legislature setting forth its specific powers and frame of government.

TOWNS

Massachusetts towns vary in size from Mt. Washington, in Berkshire County, with 73 inhabitants, to Brookline with 37,748. It is therefore evident that some towns have little public business, while others must carry on all the activities of a city. All of them, however, have the town meeting and a Board of Selectmen as their common distinguishing features. All are required by law to do certain things,—such as care for their poor inhabitants, maintain schools, and supervise persons with dangerous communicable diseases,—and certain officials are necessary to carry out these tasks. As the town grows and undertakes other activities, the number of town officials is constantly added to.

The Town Meeting is the general assembly of voters, held annually in February, March or April,* usually in the town hall. It is called by a warrant issued by the Selectmen, stating the time, place and business to be transacted, and no other business may come before the meeting. Special town meetings may be called by the Selectmen at any time.

In the ordinary form of town meeting any voter may take part. It is called to order by the Town Clerk, and at once elects a presiding officer, known as the Moderator. (He may be elected by ballot at the annual meeting for all meetings during the year.) The annual meeting hears the reports of the town officers; elects officers for the ensuing year; decides the town business; votes the taxes; and passes town by-laws, subject to approval by the Attorney-General. The election of officers may take place on a different day, within a week of the business meeting.

A representative or limited town meeting has been adopted by eight towns which do not wish to have city government but have grown too large for the ordinary town meeting to be workable. The election of officers and action on referenda are by all the voters: other business is transacted in a town meeting in which the voting (though not the discussion) is limited to "town meeting members". These are elected by the voters, with certain officials serving ex-officiis. A referendum to the entire electorate may be demanded, in some places on any vote of the town meeting and elsewhere only upon expenditures above a stated sum.

Town Officers—All except certain exempted persons must accept a town office if elected to it, but may not be compelled to serve in the same position two succeeding terms.

*Norwood, Mansfield and Middleborough, third Monday of January.

Officers every town is required to elect by ballot

(Except places having town managers)

Office	Number	Term	Duties
SELECTMEN	3 or 5	1 year, or part elected annually for 3 year terms.	Are the executive officers of the town. Have general oversight of town property and business, as directed by town meeting. By vote of town may be the Assessors and Overseers of Poor; Water, Sewer, Light and Park Commissioners, and Board of Health. Must issue annual report.
CLERK	1	1 or more years	Keeps record of town, town meetings, and meetings of Selectmen, deeds, mortgages, vital statistics, etc. Issues marriage licenses.
TREASURER	1	1 or 3 years	Receives and pays out all town money. May also act as Tax Collector.
HIGHWAY SURVEYOR or ROAD COMMISSIONER	1 or more 1 or 3	1 or 3 years 1 year 3 years	Has maintenance of the roads.
SCHOOL COM.	3, 6, 9, 12 or 15	3 years	Manages schools, prescribes courses, appoints superintendents and teachers.

Officers elected or, by vote of town, appointed by Selectmen or duties assigned to others

Office	Number	Term	Duties
ASSESSORS	3 or 5	3 years part elected annually.	Assess State, county, and local taxes. Prepare annually list of polls.
ASSISTANT ASSESSORS	3 or more	3 years	In towns which require them.
AUDITOR	1 or 3	1 year	Audits town accounts. Instead of electing an Auditor town may authorize Selectmen to appoint a town Accountant.
COLLECTOR OF TAXES	1 or more	1 or 3 years	May be Treasurer or other official.

Office	Number	Term	Duties
CONSTABLE	1 or more	1 year	Enforces laws and arrests all offenders. Executes warrants of Selectmen. Collects taxes if no other person is appointed to do so.
BOARD OF HEALTH	3	3 years	Supervises health matters.
SEWER COMMISSIONER	1 or 3	1 year 3 years	In towns which require this officer. Road Commissioners or Selectmen may perform these duties.
OVERSEERS OF POOR	3 or 5	1 year, or part elected annually for 3 years.	Care for needy of town. May be called "Board of Public Welfare."
TREE WARDEN	1	1 year	Controls public shade trees.

Towns also frequently have Finance Committees, Cemetery Commissioners, Library Trustees, Fire and Police Chiefs, Park Commissioners, Hospital Trustees, and other officials, appointed by the Selectmen unless otherwise provided.

Special town manager charters have been secured by four towns, under which only the Selectmen and School Committee, and in some cases the Treasurer and a Finance Commission are elected. A few department heads are appointed by the Selectmen, and the rest of the town functions are vested in the Selectmen, the executive work being in charge of a Town Manager appointed by them.

IMPROVEMENT DISTRICTS

A town meeting may authorize a village or district within itself, having not less than 1000 inhabitants, to organize under a given name as an improvement or a fire district for the purpose of providing street lights, libraries, sidewalks, police, or fire protection. Such a district is like a little town within the town. It elects a Clerk and a Prudential Committee and other officers if necessary, meets to conduct its business, and has power to

assess its inhabitants for the improvements voted by them.

CITIES

When a town grows much beyond 12,000 population the town meeting becomes too cumbersome for efficiency, and the town generally applies to the Legislature for incorporation as a city.

Cities, unlike towns, vary in their form of government. All Massachusetts cities elect a **Mayor, a Legislating Body, and a School Committee,** and have certain other officials and departments. There are, however, extreme differences in the other features of the city government as laid down in the several charters.

The School Committee is the most nearly uniform, for in all cities it has management of school affairs, including the appointment of teachers and the superintendent, and the control of the curriculum. (A very few cities give the Mayor a veto over expenditures of the School Committee.) Usually no school site or plan may be accepted by the city without the approval of the School Committee. It varies in the number of members, their terms of office, and their election by ward or at large. Very often the Mayor is a member, commonly chairman. Its members are usually unpaid.

TYPICAL CITY GOVERNMENTS

There are **four general types of city government** in Massachusetts, in which city affairs, other than schools, are managed by:

(1) A Mayor, and a City Council in **two branches**, named the Board of Aldermen and the Common Council.

(2) A Mayor, and a City Council of **but one body,** named variously the City Council, Municipal Council, or Board of Aldermen.

(3) **A Commission**, of which the Mayor is merely the presiding member.

(4) A City Council, like plan 3, which appoints **a City Manager.**

The earlier city charters were of the first type, and generally provided for a large membership in the Council, elected by wards, and often for a number of other elective officers, all chosen annually. The responsibility for appointments was much divided between the Mayor and Council.

Of late years the tendency has been to have a Council of but one chamber and with fewer members, elected wholly or in part at large and for two-year terms, and to have all other officials appointed rather than elected, and all appointed in the same manner,—usually by the Mayor,—in order that responsibility may be easily fixed.

Plans 3 and 4 are the most recent methods of city government. In the former a council of five Commissioners decides the city policies and work, and each Commissioner takes complete executive charge of one of the five departments into which all city affairs are divided. In the latter plan the Council is the same, but the executive work is vested in a single City Manager, appointed by the Council. This manager is meant to be a *trained expert* in city administration, and in order to afford the widest field for his selection, *not necessarily a resident* of the city. Thus the municipality has the same opportunity as the great business corporations to hire an expert executive.

It should be understood that cities with the same general type of government may differ in many features. Recent charters often provide for the initiative and referendum, and for the recall of city officers. Newton has adopted preferential voting. Many modern charters attempt to eliminate political parties from city government by providing for nominations by petition or by non-partisan preliminary election, rather than by party caucuses. Proportional Representation, though not yet adopted by any Massachusetts city, is receiving serious consideration.

Almost all charters have certain provisions to eliminate graft, such as forbidding officials and employees to profit by city contracts, requiring competitive bids on contracts, etc. Students of citizenship should get a copy of their city charter from the City Clerk and study its provisions.

DUTIES OF CITY OFFICIALS

The Mayor (except under Commission and City Manager plans) is the general executive head of the city. He appoints, and may usually remove, some or all of the heads of the executive departments, usually subject to confirmation by the Council or Aldermen. In all but a few cities he may veto within ten days measures passed by the Council, and the Council may pass the measure over his veto by a two-thirds vote. In all cities he must recommend the annual budget to the Council, which may not increase or add any item without his consent, and may only make other appropriations by a two-thirds vote.

The City Council decides the business affairs of the city and has the power to pass ordinances. It usually appoints some officials, and confirms the Mayor's appointments. Members are as a rule unpaid.

The many other officers and departments common to all or most cities show how vast and complicated are the activities of the city, and at how many points they touch the welfare of the individual. Each department deserves careful study. *City Clerk,* in a very few instances is elected by the voters, elsewhere appointed by the Council. Keeps city records, and acts as Clerk of the Board of Aldermen. *Treasurer,* generally appointed by the Council. *Collector of Taxes,* office sometimes held by the Treasurer. Is generally appointed by the Council. *Auditor,* generally appointed by the Council. *Assessors,* generally three. *City Solicitor,* to transact all legal business and advise city offi-

cials. *Fire Department,* Chief almost always appointed by Mayor. *Chief of Police,* almost always appointed by Mayor. *Overseers of Poor. City Physician,* gives medical care to city poor, prisoners, etc. *Health Department. Street Department* (sometimes also a separate department for street lighting). *Water Department. Sewer Department. Public Buildings Department,* cares for city buildings (schools sometimes excepted), and also issues building permits and inspects all private construction. *Inspector of Wires,* controls all electric wires and wiring, to prevent danger to persons and property. The five preceding offices are often grouped in various combinations, and the duties of all or some of them are often placed in a *Department of Public Works.* As part of this department or as a separate office there is often a *City Engineer,* to make and carry out the plans for engineering work needed by the city. *Registrars of Voters* (in Boston, Cambridge and Lowell, the Election Commissioners), are required by statute in all cities. *Licensing Board. Sealers of Weights and Measures.* Other officers usually exist to manage various public institutions, such as the *Library, Hospital, Cemetery, Park,* and *Playground Commissioners,* as well as *Trustees of Trust* and *Sinking Funds, City Messenger, City Planning Board, Purchasing Agent, Fence Viewers, Field Drivers,* and *inspectors* and *weighers* of a great number of commodities.

FRAME OF GOVERNMENT OF MASSACHUSETTS CITIES

According to information furnished by the City Clerks, August, 1923

CITY	CITY ELECTION	MAYOR'S TERM	COUNCIL				SCHOOL COMMITTEE	
	Dec.		Name	No. of Members	Terms	How Elected	No. of Members	Terms
Attleboro	2nd Tue.	2 years	Municipal Council	11	2 years	at large	9	3 years
Beverly	Tue. after 2nd Mon.	2 years	Board of Aldermen	9	1 year	3 at large	7	3 years
Boston	Tue. after 2nd Mon.	4 years Ineligible for succeeding term	City Council	9	3 years	at large	5	3 years
Brockton	Tue. after 1st Mon.	2 years	Board of Aldermen Common Council	7 21	2 years 2 years	by ward by ward	9 and Mayor	6 years
Cambridge	Tue. after 1st Mon.	2 years	City Council	15	2 years	4 at large	6 and Mayor	4 years
Chelsea	Tue. after 2nd Mon.	1 year	Board of Aldermen	9	2 and 1 years	4 at large	10 and Mayor	2 years
Chicopee	Tue. after 1st Mon.	2 years	Board of Aldermen	17	2 and 1 years	10 at large	9	3 years
Everett	2nd Tue.	1 year	Board of Aldermen Common Council	7 18	2 years 1 year	1 at large by ward	9	3 years
Fall River	Tue. after 1st Mon.	2 years	Board of Aldermen	27	2 years	all from wards, 9 elected at large	9	3 years
Fitchburg	Tue. after 1st Mon.	2 years	City Council	11	2 years	5 at large	6 and Mayor	3 years

Gardner	Tue. after 1st Mon.	2 years	City Council	11	2 years	6 at large	6 and Mayor	3 years
Gloucester	Tue. after 1st Mon.	Commiss. Govt.	Municipal Council	5‡	1 year	at large	9 and Mayor	3 years
Haverhill	Tue. after 1st Mon.	Commiss. Govt.	Municipal Council	5‡	2 years	at large	4 and Mayor	2 years
Holyoke	1st Tue.	1 year*	Board of Aldermen	21	2 and 1 years	14 at large	9	3 years
Lawrence	2nd Tue.	Commiss. Govt.	City Council	5‡	2 years	at large	4 and Mayor	2 years
Leominster	Tue. after 1st Mon.	2 years	City Council	9	2 years	4 at large	6 and Mayor	3 years
Lowell	2nd Tue.	2 years	City Council	15	2 years	6 at large	9	2 years
Lynn	2nd Tue.	2 years	City Council	11	2 years	4 at large	6 and Mayor	3 years
Malden	2nd Tue.	1 year	Board of Aldermen Common Council	7 21	1 year 1 year	by ward by ward	5	3 years
Marlborough†	1st Tue.	2 years	City Council	11	2 years	4 at large	6 and Mayor	4 years
Medford	2nd Tue.	2 years	Board of Aldermen	21	2 years	all from wards, 7 elected at large	10 and Mayor	4 years
Melrose	2nd Tue.	2 years	Board of Aldermen	21	2 years	7 at large	9	4 years
New Bedford	1st Tue.	2 years	Board of Aldermen Common Council	6 24	2 years 2 years	from wards, elected at large by ward	6 and Mayor	4 years
Newburyport	Tue. after 2nd Mon.	2 years	City Council	11	2 years	5 at large	6 and Mayor	3 years
Newton	2nd Tue.	2 years	Board of Aldermen	21	2 and 1 years	all from wards, 14 elected at large	7 and Mayor	3 years
North Adams	2nd Tue.	2 years	City Council	21	3 years	at large	6	3 years

‡Mayor and 4 Aldermen. *Referendum on 2-year term pending. †New charter, in effect January, 1924

(Continued)

FRAME OF GOVERNMENT OF MASSACHUSETTS CITIES—Concluded

CITY	CITY ELECTION	MAYOR'S TERM	COUNCIL				SCHOOL COMMITTEE	
			Name	No. of Members	Terms	How Elected	No. of Members	Terms
	Dec.							
Northampton	1st Tue.	1 year	Board of Aldermen Common Council	7 21	1 year 1 year	by ward by ward	9 and Mayor	3 years
Peabody	Tue. after 1st Mon.	2 years	City Council	11	2 years	5 at large	6 and Mayor	3 years
Pittsfield	1st Tue.	1 year	Board of Aldermen Common Council	7 14	1 year 2 years	by ward by ward	14 and Mayor	3 years
Quincy	Tue. after 1st Mon.	2 years	City Council	9	2 years	3 at large	6 and Mayor	3 years
Revere	2nd Tue.	2 years	Municipal Council	9	2 years	4 at large	6 and Mayor	4 years
Salem	Tue. after 1st Mon.	2 years	City Council	11	2 years	5 at large	6 and Mayor	3 years
Somerville	2nd Tue.	2 years	Board of Aldermen	21	2 years	all from wards, 7 elected at large	14 and Mayor and Pres. of Aldermen	2 years
Springfield	Tue. after 1st Mon.	2 years	Board of Aldermen Common Council	8 18	2 years 2 years	from wards, elected at large by ward	9 and Mayor	3 years
Taunton	Tue. after 1st Mon.	2 years	Municipal Council	9	2 years	at large	9 and Mayor	3 years
Waltham	Tue. after 1st Mon.	2 years	City Council	11	2 years	4 at large	6 and Mayor	3 years
Westfield	Tue. after 1st Mon.	2 years	City Council	11	2 years	6 at large	6 and Mayor	3 years
Woburn	2nd Tue.	1 year	City Council	15	1 year	8 at large	9 and Mayor	3 years
Worcester	2nd Tue.	1 year	Board of Aldermen Common Council	11 30	1 year 2 years	1 at large by ward	11	2 years

THE CITY OF BOSTON

A DETAILED STUDY OF ITS CHARTER AND ADMINISTRATION.*

The general government of the city is vested in a **Mayor** and **City Council,** and control of school affairs in a **School Committee.** These are the only elected officials.

The Mayor is elected for **4 years,** and is not eligible for the succeeding term. He receives a salary of $10,000 a year.

He **appoints all department heads and board members** (except those appointed by the Governor† and the City Clerk), subject only to certification of their fitness by the State Division of Civil Service. He may remove any of his appointees.

He **presents the annual budget for city and county expenses,** within thirty days after Feb. 1, and no appropriations may originate with the Council (except ones to be met by bond issues). The Council may reduce or reject any budget item, but may not increase or add any item without the Mayor's approval. The Mayor may submit supplementary budgets. The amounts annually appropriated by the City Council are now in the neighborhood of thirty-five million dollars.

He may **veto any measure passed by the Council,**—other than one relating to its internal affairs,—by returning it with his objections within 15 days, and **no measure can be passed over the Mayor's veto.** If the measure involves the expenditure of money he may disapprove items or parts of items.

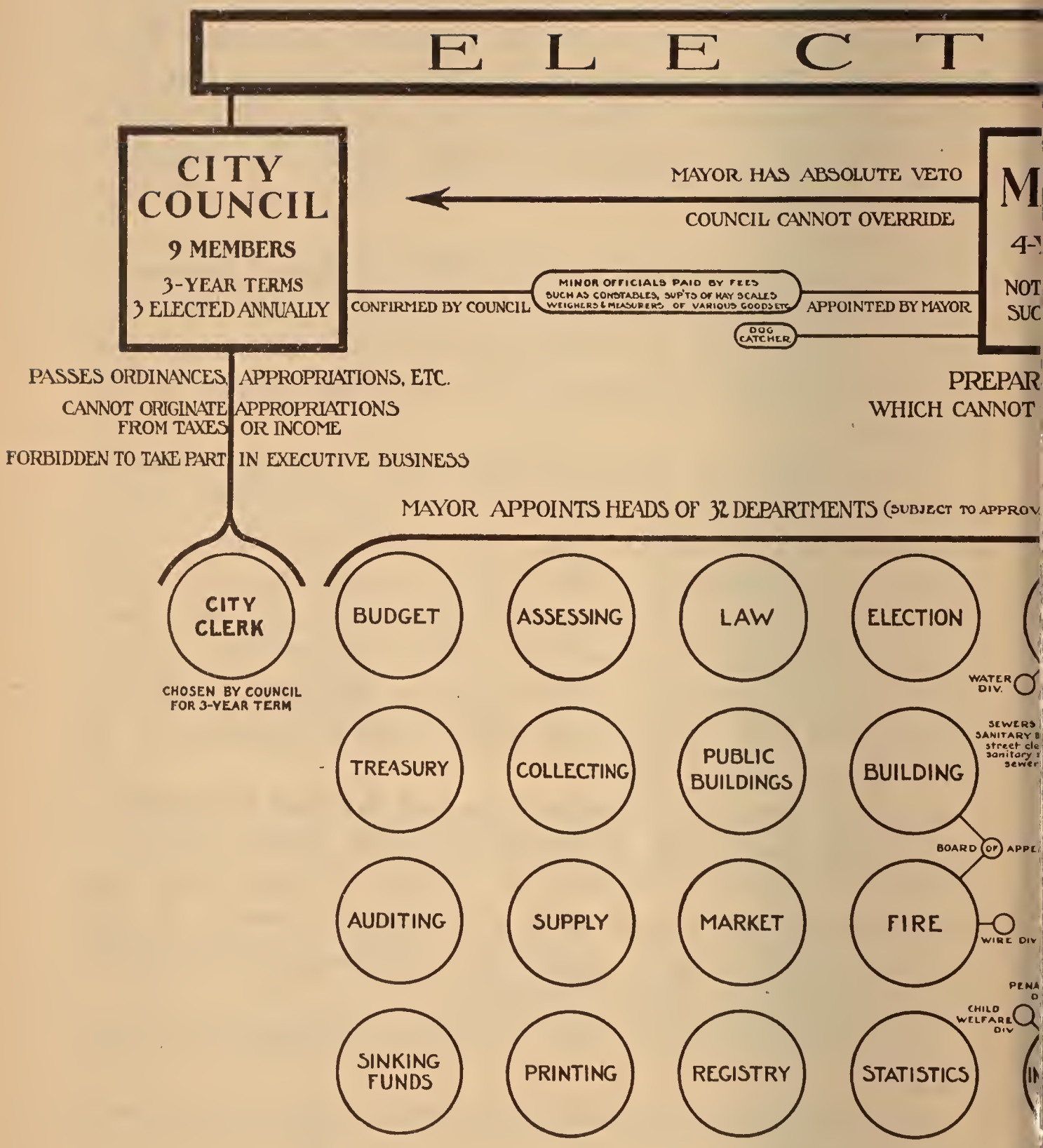
He may introduce in the Council ordinances or loan orders.

All building contracts and takings of land are subject to his approval.

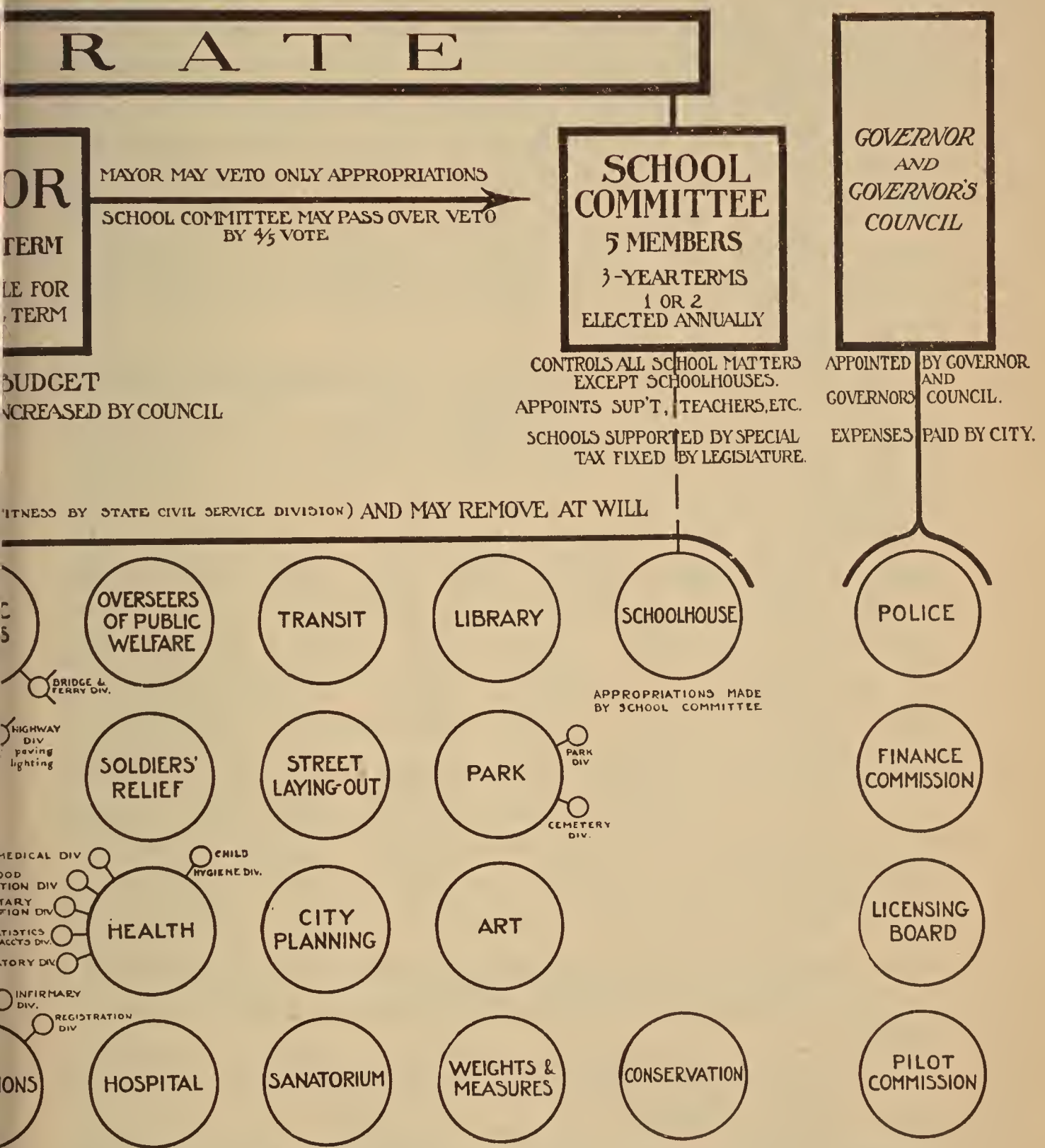
*The Legislature of 1923 created a special commission to study the revision of the Boston charter.

†The Police Commissioner, members of the Finance Commission and the Licensing Board, and the Pilot Commissioners.

BOSTON CIT


ELECT
CITY COUNCIL
9 MEMBERS
3-YEAR TERMS
3 ELECTED ANNUALLY
MAYOR HAS ABSOLUTE VETO
COUNCIL CANNOT OVERRIDE
CONFIRMED BY COUNCIL
MINOR OFFICIALS PAID BY FEES SUCH AS CONSTABLES, SUP'TS OF HAY SCALES WEIGHERS & MEASURERS OF VARIOUS GOODS ETC.
DOG CATCHER
APPOINTED BY MAYOR
PASSES ORDINANCES, APPROPRIATIONS, ETC.
CANNOT ORIGINATE APPROPRIATIONS FROM TAXES OR INCOME
FORBIDDEN TO TAKE PART IN EXECUTIVE BUSINESS
PREPAR
WHICH CANNOT
MAYOR APPOINTS HEADS OF 32 DEPARTMENTS (SUBJECT TO APPROV
CITY CLERK
CHOSEN BY COUNCIL FOR 3-YEAR TERM
BUDGET
ASSESSING
LAW
ELECTION
WATER DIV.
TREASURY
COLLECTING
PUBLIC BUILDINGS
BUILDING
BOARD OF APPE
AUDITING
SUPPLY
MARKET
FIRE
WIRE DIV
CHILD WELFARE DIV
SINKING FUNDS
PRINTING
REGISTRY
STATISTICS

OVERNMENT


R A T E
OR
TERM
LE FOR
TERM
BUDGET
NCREASED BY COUNCIL
MAYOR MAY VETO ONLY APPROPRIATIONS
SCHOOL COMMITTEE MAY PASS OVER VETO BY 4/5 VOTE
SCHOOL COMMITTEE
5 MEMBERS
3-YEAR TERMS
1 OR 2 ELECTED ANNUALLY
CONTROLS ALL SCHOOL MATTERS EXCEPT SCHOOLHOUSES.
APPOINTS SUP'T, TEACHERS, ETC.
SCHOOLS SUPPORTED BY SPECIAL TAX FIXED BY LEGISLATURE.
GOVERNOR AND GOVERNOR'S COUNCIL
APPOINTED BY GOVERNOR AND GOVERNORS COUNCIL.
EXPENSES PAID BY CITY.
ITNESS BY STATE CIVIL SERVICE DIVISION) AND MAY REMOVE AT WILL
OVERSEERS OF PUBLIC WELFARE
TRANSIT
LIBRARY
SCHOOLHOUSE
APPROPRIATIONS MADE BY SCHOOL COMMITTEE
POLICE
BRIDGE & FERRY DIV.
HIGHWAY DIV paving lighting
SOLDIERS' RELIEF
STREET LAYING-OUT
PARK
PARK DIV
CEMETERY DIV.
FINANCE COMMISSION
MEDICAL DIV
CHILD HYGIENE DIV.
HEALTH
CITY PLANNING
ART
LICENSING BOARD
INFIRMARY DIV.
REGISTRATION DIV
HOSPITAL
SANATORIUM
WEIGHTS & MEASURES
CONSERVATION
PILOT COMMISSION

A vacancy in the mayoralty is filled for the unexpired term by a special election if the vacancy occurs within four months after any election, or within two months prior to a regular election other than for Mayor. If the vacancy occurs at any other time, a Mayor is chosen for the full four-year term at the next regular election. During a vacancy the President of the Council becomes "Acting Mayor" or, failing him, a member chosen by the Council or, pending such choice, the City Clerk. The Acting Mayor has powers only in matters not admitting of delay, and may make permanent appointments only upon the decease of the Mayor.

THE CITY COUNCIL consists of **9 members,** three **elected at large** each year, for **3-year terms.** Each receives $1500 annually. The Council chooses one member as its President.

Subject to the Mayor's veto, the Council **directs the business and legislates** for the city. This includes the power to abolish, establish or reorganize the executive departments (save that certain ones created by law may not be abolished or curtailed) and to fix the salaries of their officers. The Council, however, is forbidden to interfere in the conduct of these executive departments, nor may any Councillor take part in awarding employment, contracts, purchases, etc. The really important function of the Council is to pass upon city expenditures.

The Mayor and Council, after public hearing, may make contracts extending more than one year solely for the two purposes of street lighting and the handling of refuse.

The Council appoints for a 3-year term the City Clerk, who is also its Clerk.

According to the rules adopted by the 1923-1924 Council it meets every Monday afternoon in City Hall. Spectators are admitted to the gallery. There are four-

teen standing committees, to which every pertinent subject is referred for examination and report before being voted upon.

THE SCHOOL COMMITTEE consists of **5 members,** one or two elected at large each year for **3-year terms.** They receive no salary. The committee holds regular meetings, open to the public, at School Committee headquarters, 15 Beacon Street, on the first and third Monday evenings of each month except July and August.

The School Committee has independent jurisdiction over all school matters, except school buildings and grounds, which are under the Schoolhouse Department. It has the right to make appropriations equal to a certain percentage, fixed by the Legislature, of the city's assessed valuation. The Mayor may veto these appropriations, but the School Committee may override his veto by a four-fifths vote. The Mayor has no voice in any other action of the Committee, nor has the Council any authority over it whatsoever. It chooses for a 6-year term a Superintendent of Schools, whose salary is the same as the Mayor's, $10,000. It also appoints five Assistant Superintendents. In 1922-1923 the total number of pupils in Boston schools was 159,884; the number of teachers, 3,599; and the school appropriation, $16,271,515.51.

The department conducts not only the regular school instruction, but carries on, in addition, the following branches of work:

28 attendance officers to enforce the truancy law.

49 physicians as medical inspectors and 51 nurses.

Physical training, athletics, sports and games, and provides the necessary apparatus and facilities.

Employment certificates and minor's licenses.

State-aided continuation school for employed children between fourteen and sixteen years old.

Day continuation schools.

Manual training.

Prevocational centers, which give occupational training in many lines, including bookbinding, printing, machine shop work, painting, dressmaking and millinery.

Home and school gardening.

Household science, with 67 school kitchens.

Evening schools,—8 high and 25 elementary.

Day schools for immigrants, for the teaching of English.

12 School centers.

The Finance Commission consists of **5 members,** one **appointed** annually for a 5-year term **by the Governor,** confirmed by the Governor's Council. They may be removed for cause by the Governor and Council. The chairman, designated by the Governor, receives a salary of $5,000; other members serve without pay. The Commission investigates appropriations, loans, expenditures, accounts, and methods of administration of the city and county.

A City Auditor, who is also County Auditor, and **Street Commissioners** in charge of the Street Laying-out Department, are provided for in the charter. Other than the lighting and refuse contracts no official, except in an extreme emergency, may expend sums, or involve the city in a contract, in excess of the appropriation made for that fiscal year.

All officers and employees of the city or county are forbidden to have a part in any contract with the city or to receive any commission, benefit, etc., except under certain specified safeguards.

All building must be done under contracts, which must be approved by the Mayor. Contracts for work or materials amounting to $1000 must be advertised for competitive bids, unless the Mayor authorizes otherwise.

The municipal year begins on the first Monday in February.

The city election is held annually on the Tuesday after the second Monday in December. No primaries or caucuses are held: all nominations are by petitions. Three thousand signatures are required to nominate the Mayor; 2000 for the Council or School Committee. No party designations, or statements of the candidates' views may appear on the ballot.

Boston has 26 wards, and 274 precincts.

THE CITY DEPARTMENTS.

The Art Department controls all works of art owned by the city. None may be acquired by the city without its approval. It may pass upon the design of new buildings and accessories.

The Assessing Department makes the valuation of property and determines the tax bills.

The Auditing Department inspects city and county accounts and approves all claims for payment.

The Board of Appeal hears appeals of persons refused any permit or ordered to incur any expense by the Building Department.

The Boston and Cambridge Bridge Commission supports, manages, and repairs all bridges over navigable waters between the two cities. The Boston member is the Commissioner of Public Works.

The Budget Department prepares the annual budget.

The Boston Sanitorium Department manages the hospital for consumptives at Mattapan and the Out-Patient Department in the North End.

The Building Department approves plans, issues the various building permits, and inspects the work; licenses

builders and gasfitters; inspects elevators, tenements, theatres and motion-picture houses at least monthly, and all places for public assembly semi-annually.

The City Clerk Department (see page 54) keeps the records of the city and the City Council.

The City Planning Department makes plans for the development of the city, with special reference to proper housing. One member must be a woman.

The Collecting Department collects all taxes and other money due the city or county.

The Conservation Bureau makes recommendations for the conservation of life and health.

The Election Department manages all matters pertaining to elections, and makes up the jury lists.

The Finance Commission (see page 56).

The Fire Department. The city is divided into fifteen fire districts, with sixty-two fire stations, 1,340 men, 1,250 signal boxes, two high-pressure pumping stations, a repair shop, a signal station, and a veterinary hospital. In 1922 there were 6,457 alarms, involving a loss of $3,318,932.

The Department also has the supervision and inspection of all electrical wires, cables, and conductors.

The Health Department has the following six Divisions:

(1) Medical, to control and care for communicable diseases.
(2) Child Hygiene.
(3) Sanitary Inspection, which inspects tenements, halls, theatres, lodging houses, dumps, stables and hen yards, manicure and massage parlors, lying-in hospitals, street cars, and gas fixtures; and seeks to improve housing conditions.

(4) Food Inspection, which inspects bakeries, markets, stores, fish piers, restaurants, the abattoir, dairies and milk handling, oleomargarine, vinegar, and peddlers' carts.

(5) Laboratory, to make bacteriological examinations and do research work.

(6) Vital Statistics, Records, and Accounts.

The Hospital Department has charge of the City Hospital, the South Department for infectious diseases, the Convalescent Home at Dorchester, the Haymarket Relief Station, and the East Boston Relief Station.

The Institutions Department takes care of the city's paupers, delinquents, and the neglected and dependent children committed to it by the courts. In doing this it maintains the Boston Almshouse and Hospital on Long Island, and the House of Correction on Deer Island. Its child wards are boarded or indentured in country families, under a placing-out system. The Department also investigates individual cases and collects statistics.

The Law Department is in charge of the Corporation Counsel. It is the legal adviser of the city officials; may appear for the city before the General Court; drafts contracts; examines titles of real estate which the city is to acquire; and institutes and defends suits in which the city or its officers is a party.

The Library Department maintains the Central Library in Copley Square, 31 Branch Libraries, and delivers books to 333 schools, institutions, and fire-houses. In 1923, the library had 1,284,094 volumes, and there were 113,883 card holders; 2,768,984 books were issued in 1922-23. The Department also conducts lectures, story telling for children, and information service, and maintains special libraries and collections.

The Licensing Board consists of three members, appointed by the Governor with the consent of his Council. It issues druggists' licenses; liquor licenses; licenses to innholders and common victualers; for the sale of soft drinks and the Sunday sale of ice cream, fruit, soda water, and confectionery; for picnic groves, skating rinks, intelligence offices, lodging houses, billiard and pool tables, and bowling alleys; and for the selling or leasing of firearms.

The Managers of the Franklin Foundation have charge of the Franklin Union and the Franklin Fund. Benjamin Franklin left 1000 pounds to the city, to accumulate interest for 100 years, when the managers were to "lay out at their discretion 100,000 pounds in Public Works which may be judged of most general utility to the Inhabitants." The remainder of the accumulated fund was to go on interest for another century, to be then divided between the State and city. The Franklin Union Building was built out of the money available at the end of the first century, and is maintained as a trade school out of the income of a fund given by Carnegie. The accumulating fund, which will become available in 1991, amounted, on Jan. 31st, 1923, to $337,728.

The Market Department has charge of the Faneuil Hall and Quincy Markets, which yield the city annual net rentals of about $15,000 and $95,000 respectively.

The Overseeing of the Public Welfare Department administers city relief; is trustee of many charitable funds; has charge of the Wayfarers' Lodge on Hawkins Street, which gives free lodging to homeless unemployed men and furnishes meals in return for work in its woodyard; maintains the Temporary Home on Chardon Street for destitute women and children; and administers the Mothers' Pension Law. A total of 12,212 cases were aided in 1922-23.

The Park Department maintains the city parks, public squares, cemeteries, playgrounds, beaches, baths, and gymnasiums, including the zoo in Franklin Park and the aquarium in Marine Park; has the care of all street trees; and is in charge of the municipal concerts. Boston had the first indoor municipal gymnasium and the first municipal bath in the United States. Her parks and playgrounds have cost over $22,000,000, exclusive of maintenance. The George F. Parkman bequest of over $5,000,000 yields an income amounting to more than $200,000 annually for the maintenance and improvement of the Common and certain parks.

The Penal Institutions Department has charge of, and purchases all supplies for the House of Correction on Deer Island.

The Pilot Commissioners are appointed by the Governor and Council. They grant commissions to pilots for Boston Harbor and enforce the pilotage laws.

The Police Department. The Commissioner is appointed by the Governor and Council for a term of 5 years. The city is divided into nineteen police districts, each with a station-house, a captain, and a force of men. The Commissioner appoints a Harbor Master and assistants who have charge of the police steamer "Guardian" and three launches. The force numbers 1,969 men. 77,653 arrests were made in 1921-22. In addition to its regular police work, including traffic regulation, the Department has the granting of various licenses, and the annual listing of resident men and women.

The Printing Department does all printing and binding for the Municipal Departments, and supplies them with stamps and stationery. The city has its own printing plant, with an annual output to the value of about $340,000.

The Public Buildings Department has the care of all buildings belonging to, or hired by the city or county and not wholly in charge of one department. It also has charge of the four city scales, and of the Grounds for Target Practice in Woburn and Wilmington.

The Public Works Department is in four Divisions:

(1) The Bridge and Ferry Division has the construction, care, and management of all bridges used as highways, and of the two East Boston ferries owned and operated by the city.

(2) The Highway Division has the construction, maintenance, and lighting of all public streets (2,410 in number); the granting of permits to dig up or use portions of streets; the numbering of buildings; and the placing of street signs.

(3) The Sewer and Sanitary Division cleans and oils streets, removes house offal and refuse, and constructs and maintains the sewers. The city is divided into eleven sanitary districts, and in 1922 there were collected 404,765 tons of ashes, 68,074 tons of garbage, and 7,065 tons of rubbish.

(4) The Water Division has the care and maintenance of all pipes and fixtures for water supply, including meters and the high-pressure fire service; and the assessing of water rates. The water comes from the State metropolitan supply, of which Boston takes about 72%,—a daily average of 85,871,000 gallons, or 103 gallons per capita.

The Registry Department keeps records of births, deaths, and marriages; issues marriage licenses; and publishes documents relating to the early history of the city.

The Schoolhouse Department controls the location, design, construction, alteration, repair and furnishing of school buildings, and the preparation of school yards;

and sees that existing buildings have proper ventilation, sanitary conditions, and fire protection.

The Sinking Funds Department has the care of all sinking funds established to meet loans when due.

The Soldiers' Relief Department distributes State and city aid to soldiers in Boston.

The Statistics Department collects and publishes statistics of this and other cities, and publishes the annual Municipal Register, the weekly paper of municipal news known as the City Record, and the annual document of the Council entitled "Organization of the City Government of Boston".

The Street Laying-Out Department lays out, alters or discontinues highways; orders street repairs; levies betterment assessments and awards damages; licenses street stands for the sale of merchandise; issues permits for the erection of garages; lays down the traffic rules enforced by the police; with the Mayor's approval controls the construction of sewers, street names, the planting and removal of street trees, permits for coasting, for the storage of inflammables and explosives, and for the special use or obstruction of the streets.

At the request of any department, approved by the Mayor, it may take any land within the city for municipal purposes, subject to certain provisions as to cost, etc., to eliminate graft.

The Supply Department furnishes all materials, apparatus, and other supplies except furniture and stationery to the Public Works Department, and others upon requisition.

The Transit Department. A Transit Commission was created in 1894 to construct all the subways and tunnels in Boston. In 1918 its uncompleted work was taken over by the city as one of its departments.

The Treasury Department receives and pays out all money. The City Treasurer is also treasurer for Suffolk County and for the Sinking Funds Department.

The Vessels and Ballast Department weighs stone, sand, gravel and ballast in vessels.

The Weights and Measures Department seals the scales, weights, and measures used by merchants, according to standards supplied by the Commonwealth and determined by the United States.

Constables and Various Weighers, Measurers, and Inspectors are appointed for terms of one year by the Mayor, confirmed by the Council, and are paid by the fees which they receive. They supervise the Public Scales; Beef; Boilers and Heavy Machinery; Coal; Goods; Grain; Hay and Straw; Lime; Liquid Measures; Petroleum; Upper Leather; Wood and Bark; Vessels and Ballast.

The George R. White Fund of over $5,000,000 was bequeathed for "works of public utility and beauty" not religious, political or educational nor those which the city should provide in the ordinary course of events. Control of the fund is vested in the Mayor, President of the City Council, City Auditor, President of the Chamber of Commerce and President of the Boston Bar Association. The first work undertaken is a system of health centers.

SEAL OF THE CITY OF BOSTON

POLITICAL PARTIES

HISTORY OF THE POLITICAL PARTIES.

The election of Washington in 1789 was unanimous, but in 1792 there was a division of political opinion resulting in the organizing of two parties,—the Federalist and the Democrat-Republican. The Federalists re-elected Washington and in 1796 elected his successor, John Adams. In 1800 the Democrat-Republicans took the name of Republicans, and Jefferson, their candidate, became President. This party remained in power until 1840 when the Whigs elected W. H. Harrison. The next term the Democrats (the Republicans had changed to this name in 1828) again elected a President. The Whigs were back in power for the term beginning 1848. With Pierce's election in 1852 the Democrats were in the ascendancy until the election in 1860 of Abraham Lincoln, who represented the new Republican Party. Until 1884 the Republicans continued to elect candidates, but in 1884 Cleveland became the standard bearer for the Democratic party. A Republican, Benjamin Harrison, succeeded in 1888, but he was followed by the re-election of Cleveland in 1892 by Democrats. At the close of his term the Republicans elected successively McKinley, Roosevelt, and Taft, until 1912, when again the Democrats came into power with Wilson, who was re-elected in 1916. The Republicans returned into control in 1920 with Harding.

The existing political parties have in successive campaigns absorbed many of the principles upon which from time to time minor parties have come into existence.

(See Political Party Chart)

POLITICAL PARTY CHART

1789
Washington

Democrat-Republican—			—Federalist	
	1792	Federalist	Washington	
	1796	"	Adams	
Jefferson	1800	Republican		
"	1804	"		
Madison	1808	"		
"	1812	"		
Monroe	1816	"		
"	1820	"		
J. Q. Adams	1824	"		
Jackson	1828	Democrat		
"	1832	"		
Van Buren	1836	"		
	1840	Whig	Harrison	(Tyler)*
Polk	1844	Democrat		
	1848	Whig	Taylor	(Fillmore)*
Pierce	1852	Democrat		
Buchanan	1856	"		
	1860	Republican	Lincoln	
	1864	"	"	(Johnson)*
	1868	"	Grant	
	1872	"	"	
	1876	"	Hayes	
	1880	"	Garfield	(Arthur)*
Cleveland	1884	Democrat		
	1888	Republican	Harrison	
Cleveland	1892	Democrat		
	1896	Republican	McKinley	
	1900	"	"	(Roosevelt)*
	1904	"	Roosevelt	
	1908	"	Taft	
Wilson	1912	Democrat		
"	1916	"		
	1920	Republican	Harding	(Coolidge)*

*Filled unexpired term on death of President.

PRINCIPLES OF THE POLITICAL PARTIES.

THE DEMOCRATIC PARTY.

The basic principles are:

1st. That the United States consists of an aggregation of States which may circumscribe the power of the Federal Government to the limitations prescribed in the Federal Constitution. This interpretation preserves to the several States a measure of self-government popularly known as States' Rights.

2nd. A low tariff on imported commodities with the sole object of providing revenue for the running expenses of the government.

It is the organization which places the people first.

United States Senator David I. Walsh sends this statement relative to the Democratic Party:

"The Democratic Party insists on the following cardinal principles:

(a) That those who make and execute the laws must be kept as close to the electorate as possible by frequent elections, popular primaries, full publicity for official acts, and definite responsibility for official misdeeds or neglect of duty.

(b) That the power of legislators to act, or refuse to act, in defiance of the deliberate will of the majority must be held in check by such devices as the Initiative and Referendum.

(c) That the interest of the individual voter in public affairs and his equal voice in their control must be enhanced and sustained by protecting municipal home rule in the States, and State Rights in the Union against all centralizing tendencies save such as are absolutely necessary to prevent serious injury to the general welfare from the negligence of backward communities, or reactionary measures due to local control by selfish private interests."

DAVID I. WALSH.

THE REPUBLICAN PARTY

The fundamentals may be stated as follows:

1st. The Republican Party advocates a strong, centralized government which shall liberally interpret the scope of the Federal Constitution.

2nd. A tariff sufficiently high not only to meet the expenses of the government but also to protect American industries.

It is the organization which sees from the standpoint of a Nation, with the States as component parts of the Union.

In reply to a communication for some expression of Republican principles, United States Senator Henry Cabot Lodge says:

"I am a Republican because I believe that the policies of the Republican Party are now, and always have been, more likely to assure the welfare of the country than those of the Democratic Party. I believe in the doctrine of Abraham Lincoln in regard to the union of the states. I think the policies of the Republican Party have always been thoroughly American and that their first purpose has been the protection of American principles and the advancement of American interests. I am a Republican because I believe that the Republican Party has been and always will be true to the great doctrine laid down in the Constitution of the State of Massachusetts, that our government should be a government of laws and not men. I am a protectionist and the Republican Party has been the party of protection."

HENRY CABOT LODGE.

THE SOCIALIST PARTY

"The Socialist Party is the political expression of the Socialist movement. The Socialists contend that most of the evils of the day—poverty, child labor, poor housing, industrial panics and disturbances—are due to the private ownership of the industrial processes. The Socialists demand that the people of the United States own and democratically control the machinery of production, distribution and exchange for the use and benefit of the people of the United States. Pending the achievement of the ultimate goal, the Socialists in State Legislatures and Congress, vote for every social reform that will improve the life, happiness and resistance of the workers of brawn and brain. Thus, we have always urged equal suffrage, child labor laws, workmen's compensations, etc. The production and distribution of food, clothing and shelter is a social function and, therefore, should be in the control of society rather than in the hands of a comparatively small minority of our people."

GEORGE E. ROEWER, JR.
Member of the National Executive Committee of the Socialist Party.

PARTY ORGANIZATION.

All political parties have their respective **National Chairmen** and **National Committees.** *The National Committee of the Republican Party* comprises one member from each State and Territory, nominated by the state delegation at the National Convention and confirmed by that Convention. Each Committeeman then names a woman as Associate member. *The Democratic National Committee* consists of one man and one woman from each State, selected by the State Committee. In a few States, not including Massachusetts, the law requires instead that all National Committeemen be elected at a primary.

Before each November presidential election the National Chairman of a party calls a National Convention to meet in June or July. The delegates to the Convention nominate candidates for President and Vice-President, and adopt a statement of principles which is known as the *Party Platform.* This platform varies with campaigns, since it sets forth the party's attitude on the issues of the time upon which the party will make its campaign for votes. The various statements in the platform are known as planks.

The State Committee is composed of one member elected from each Senatorial District and additional members chosen by the State Convention.

The State Convention consists of not less than one elected delegate from each ward or town, the total number fixed by the State Committee. The Convention meets biennially to adopt the state platform, and in presidential years to nominate the candidates for Presidential Electors.

The City or Town Committee is elected by the voters of the party, and consists of three or more members (as decided by the committee itself) in each ward or town.

ABOUT ELECTIONS

WHO MAY VOTE IN MASSACHUSETTS.

To be allowed to vote one must be: (1) a citizen, (2) twenty-one years of age or over, (3) resident in the Commonwealth one year, (4) and in the city or town six months, and (5) must be able to read the State Constitution in English and to write his name, unless prevented by physical disability. In addition he must register in advance. If a voter moves from one place to another *within* the Commonwealth he may still vote in his old district until six months have elapsed, by which time he becomes entitled to vote in his new district. In State and National elections the law allows absentee voting by mail by persons away from their district on election day.

Those specifically debarred from voting are: (1) paupers,—except persons receiving aid who have served in the United States army or navy in time of war and have been honorably discharged,—(2) persons under guardianship, and (3) persons temporarily or permanently disfranchised by law for corrupt election practices.

NATIONAL ELECTIONS

The President and **Vice-President** are not elected directly by the voters, but by the members of the Electoral College. This Electoral College is composed of persons elected from every State equal to the number of Representatives and Senators to which said State is entitled in Congress. Thus, as Massachusetts has sixteen Representatives and two Senators in Congress, she has eighteen Electors in the Electoral College, and each voter is therefore entitled to vote for eighteen Electoral candidates. These candidates have been nominated by the State convention. The Electors meet at the State capital, the second Monday in January following the November

election, and cast their ballots for President and Vice-President. Legally this is the actual election of the President and Vice-President. Practically it is a pure formality, as the Electors merely cast their votes for the candidates nominated by their party at its National Convention. As they are merely instruments for recording the State's electoral vote, the personality of the Electors is of small moment. These ballots are then sent to the *President of the United States Senate,* who, in joint session of Congress the second Wednesday in February, opens the ballots and has them counted. The choice of President and Vice-President is announced, and they are sworn into office on March fourth.

Should no candidate for the presidency receive a *majority of the* 531 *electoral votes,* the House of Representatives must choose the President from the three candidates standing highest in the election, while the Senate selects the Vice-President in the same way.

Thus Senators and Representatives are the only United States officers actually elected by the voters. United States Senators were formerly elected by the Legislatures of the several States, but since 1912 are chosen by the direct vote of the people.

CANDIDATES AND ELECTIONS.

Elections are of two kinds: **primary, for the nomination** of party candidates, at which each voter must declare his party and may have a voice only in deciding who shall be the candidates of that party; and **final, for the actual election** of officers, which is *absolutely secret,* and at which no one knows with what party a citizen is voting or how he may split his vote between parties.

Candidates of the political parties for United States Senator and Representative and for all elective State and county offices are nominated at the State primaries. In

each party there may be several men desiring to be the party candidate for each office. Each man enters the race by filing with the Secretary of the Commonwealth nomination papers, which state on what party ticket he desires to run. They must have been signed by a specified number* of the voters of the district who are enrolled in that party, or not enrolled in any, and these signatures must have been certified by the Registrars of Voters,—in Boston by the Election Commissioners.

The State primary *nominates* one of these aspirants to be the candidate of each party for each office. Each voter is given a separate party ballot to vote upon. A voter not enrolled in any party may ask for whichever party ballot he chooses, but doing so enrolls him in that party for future primaries. He may have this enrollment changed or cancelled, however, by applying to the City or Town Clerk,—in Boston, Cambridge and Lowell to the Election Commissioners,—not less than thirty days before a primary.

At the State primary the voters of each party also *elect their party officials.*

Names of candidates for any office may also be placed on the ballot for the *final election* by any group other than a political party† by securing a specified number of signatures, not over 1,000, on nomination papers. Such a group which has polled for Governor at three successive State elections as many votes in any district as names are required on nomination papers for any office, may if it prefers nominate candidates for such offices by caucuses or conventions, rather than by petitions.

City and town officers may be nominated by primaries, by party caucuses, or by petition, according to local rules.

---

* 1000 signatures, not less than 250 from each of four counties, for officers elected by the entire State: for officers elected from a smaller division a number of signatures equal to 5 from each ward and town in the district, maximum number required 250.

† A "political party" is a party which at the preceding State election polled for Governor at least 3% of the entire gubernatorial vote.

THE FOLLOWING REGULAR ELECTIONS ARE HELD: other special elections may be called.

PRESIDENTIAL PRIMARIES, on the last Tuesday in April in presidential years; at which are elected delegates and alternate delegates to the party National Conventions (which nominate their respective candidates for President). Candidates for delegate may indicate on the ballot which of the declared candidates for the presidential nomination they will support, thus allowing the voters by their choice of delegates to influence the presidential nomination. This is therefore called a "Preferential Primary".

STATE PRIMARIES, in September, on the eighth Tuesday before each State Election; to nominate candidates for the following officers:

1924 and every sixth year 1928 and every sixth year Biennially	1 United States Senator.
	16 United States Representatives, one from each Congressional District.
	Governor.
	Lieutenant-Governor.
	Secretary of the Commonwealth.
	Attorney-General.
	Treasurer.
	Auditor.
	8 members of the Governor's Council, one from each Councillor District.
	40 State Senators, one from each Senatorial District.
	240 State Representatives, one, two, or three from each Representative District.
	Alternately 1 and 2 County Commissioners in each county (except in Chelsea, Boston and Nantucket), for four-year terms.
1926 and every fourth year	8 District Attorneys, one in each District.

1926 and every fourth year	2 Associate County Commissioners in each county (except in Chelsea, Boston, and Nantucket).
1924 and every sixth year	1 Register of Probate and Insolvency in each county.
1926 and every sixth year	1 County Treasurer in each county (except Suffolk and Nantucket, where the city and town Treasurer, respectively, serve).
	1 Sheriff in each county.
1928 and every sixth year	Clerks of Courts, 3 in Suffolk County, 1 in every other county.
	1 Register of Deeds in each county.
1924 and every tenth year	5 Commissioners in Boston.
	2 Commissioners in Chelsea.
	1 Commissioner in Winthrop.
	1 Commissioner in Revere.
	These 9 Commissioners serve for two-year terms, and have the sole duty of dividing Suffolk County into Representative Districts.

The primary also **elects** the following party officials:

Biennially	1 member of the party State Committee from each Senatorial District.
	3 or more persons to be the Ward or Town Committee.
	1 or more delegates to the party Convention from each ward or town.

STATE ELECTION, on the Tuesday after the first Monday in November, biennially in even-numbered years; fills all the offices for which nominations are made at the primaries, and in 1924 and every four years elects 18 *Presidential Electors* (who have been nominated by the party State Convention).

CITY AND TOWN ELECTIONS, annually. They may be preceded by primaries or party caucuses. City elections

come on a Tuesday in December; town elections in February, March, or April. (Norwood, Marshfield and Middleborough in January.)

REGISTRATION.

Annually in April or May the Assessors (the police, in Boston, and a number of other cities) by personal canvass make up the list of all residents twenty years old or over. A person wishing to register must show he is a resident by getting his name then, or later, on this list of assessed polls.

Every city and town has a Board of Registrars of Voters, called in Boston, Cambridge and Lowell the Election Commission, and in small towns often consisting of the Selectmen and Clerk. Before each regular election and primary the Registrars must hold specified sessions. In cities registration closes at ten o'clock in the evening of the twentieth day before a regular final election; in towns, on the second Saturday before.

To register, a person presents himself to the Registrars in his own ward or at the central office, and is sworn to answer all questions truthfully. He gives his name and residence, and writes his name in the book. He draws from a box a slip bearing five lines of the State Constitution, which he reads aloud. He answers certain questions,—his age, his residence in the city or town on the preceding first of April or at the time of subsequently becoming an inhabitant, the nature and place of his occupation, place of birth, and if a naturalized citizen the date and name and location of the naturalization court. A naturalized citizen, or the wife of one, must show his papers in order to register. In Boston a person's height is also noted.

A person once registered remains on the voting list year after year provided he gets on the assessors or police list

each year. Otherwise he is notified that his name has been dropped from the voting list, and he must re-register.

VOTING.

A person votes in the ward or precinct in which he resided on April 1st, or in which he first took up his residence if he moved to the city or town later than that date but at least six months before the election. All the residents of one precinct vote at the same polling place.

At final elections the polls, in cities, may be opened at 6 A. M. and must be opened by 10 A. M.; in towns they may open at 5.45 A. M. and must open by noon. All polls must close not later than 8 P. M.

The voter presents himself at the gate of the guard rail running across the polling place, and gives his name and residence to the ballot clerks stationed there. The clerks repeat his name, check it on the voting list, and give a ballot to the voter, who is now admitted within the rail. The voter goes to a marking compartment, where a pencil is provided. At the right of each name on the ballot is a square box, and the voter marks an X after the name of each candidate for whom he wishes to vote. Following the list of candidates for each office are as many blank lines as there are persons to be elected, on which the voter may write in the name, or paste on a sticker bearing the name, of any other person for whom he desires to vote, and must mark the usual X after such name. If he votes for more candidates than there are persons to be elected, or if his choice is uncertain, his ballot is not counted. If a voter wishes to vote for an entire set of candidates for Presidential Electors, or delegates to the party State Convention, or, in Boston, for the party Ward Committee, he may mark a single X in the box provided at the top of the list of such candidates. After the candi-

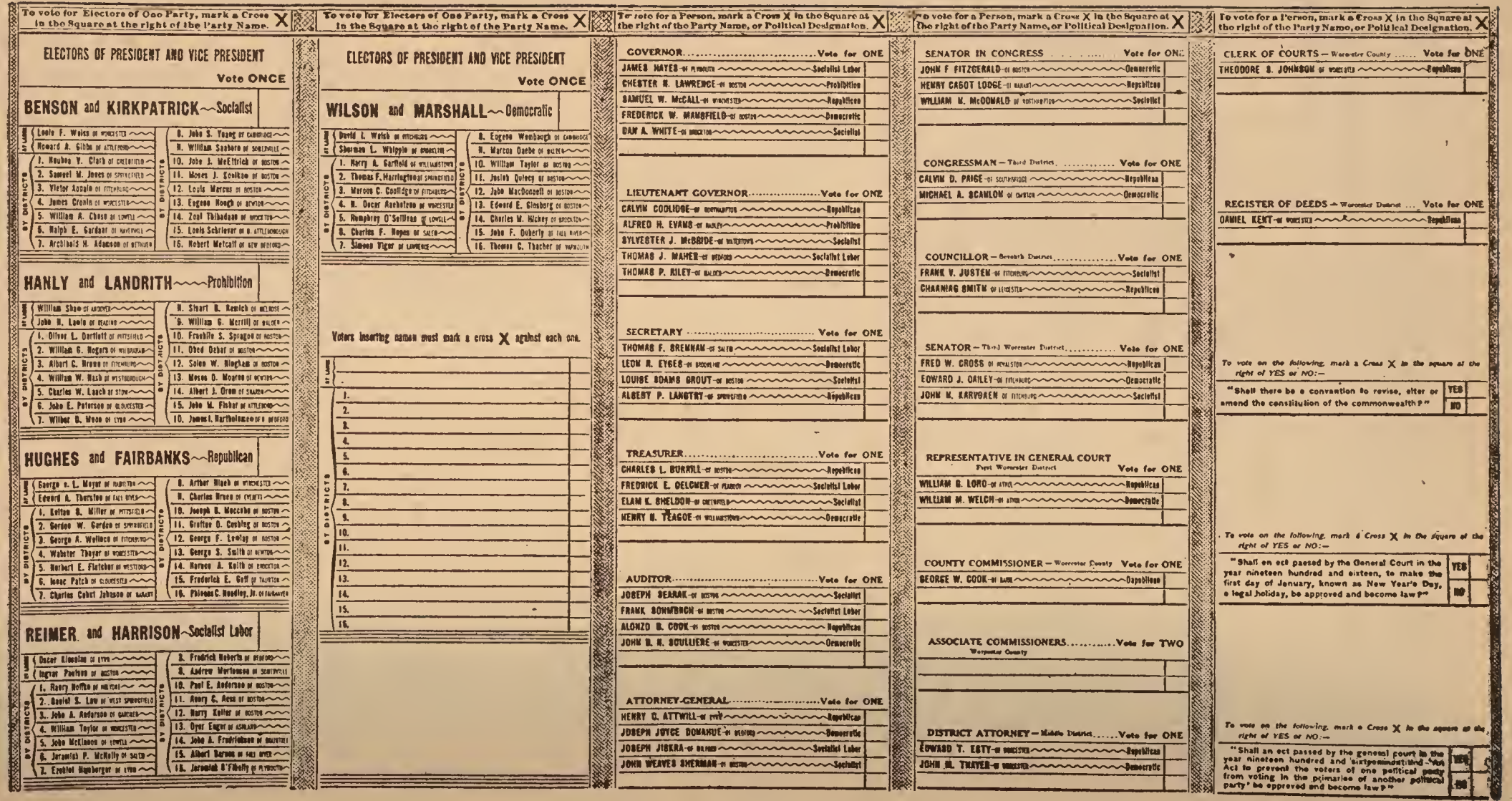
dates on the ballot come propositions to be voted upon, with "yes" and "no" boxes after each.

If a voter spoils his ballot he may return it to the ballot clerk and receive another, and if necessary still a third, but no more.

A voter who declares on oath that because of physical disability he cannot mark his ballot alone, may designate any voter to assist him. Otherwise all voting must be absolutely secret.

The voter folds and takes his ballot to the ballot box, and tells his name and residence to the ballot box officer, who announces it. An officer checks his name upon a voting list and repeats it, after which the voter is allowed to slip his ballot, with the official endorsement uppermost, into the slot in the ballot box.

Instead of marking compartments and ballot boxes, cities and towns are permitted to use approved voting machines.


To vote for Electors of One Party, mark a Cross X in the Square at the right of the Party Name.
ELECTORS OF PRESIDENT AND VICE PRESIDENT
Vote ONCE
BENSON and KIRKPATRICK—Socialist
AT LARGE
Louis F. Weiss of Worcester
Howard A. Gibbs of Attleboro
BY DISTRICTS
1. Noubar V. Clark of Chelmsford
2. Samuel M. Jones of Springfield
3. Victor Arpaia of Fitchburg
4. James Cronin of Worcester
5. William A. Chase of Lowell
6. Ralph E. Gardner of Haverhill
7. Archibald H. Adamson of Dedham
8. John S. Young of Cambridge
9. William Sanborn of Somerville
10. John J. McElfrish of Boston
11. Moses J. Cookson of Boston
12. Louis Marcus of Boston
13. Eugene Hough of Revere
14. Zoel Thibadeau of Brockton
15. Louis Schriever of S. Attleborough
16. Robert Metcalf of New Bedford
HANLY and LANDRITH—Prohibition
AT LARGE
William Shaw of Andover
John H. Loole of Reading
BY DISTRICTS
1. Oliver L. Dartlett of Pittsfield
2. William G. Rogers of Wilbraham
3. Albert C. Brown of Fitchburg
4. William W. Nash of Westborough
5. Charles W. Leach of Stow
6. John E. Peterson of Gloucester
7. Wilbur B. Wood of Lynn
8. Stuart B. Rembch of Melrose
9. William G. Merrill of Salem
10. Franklin S. Sprague of Boston
11. Obed Ochar of Boston
12. Solon W. Bingham of Boston
13. Moses O. Monroe of Newton
14. Albert J. Orom of Sharon
15. John M. Fisher of Attleboro
16. James I. Hartholmew of New Bedford
HUGHES and FAIRBANKS—Republican
AT LARGE
George o. L. Meyer of Hamilton
Edward A. Thornton of Fall River
BY DISTRICTS
1. Kellon B. Miller of Pittsfield
2. Gordon W. Gordon of Springfield
3. George A. Wellman of Fitchburg
4. Webster Thayer of Worcester
5. Herbert E. Fletcher of Westford
6. Isaac Patch of Gloucester
7. Charles Calvet Johnson of Natick
8. Arthur Black of Winchester
9. Charles Brown of Everett
10. Joseph B. Maccabe of Boston
11. Grafton D. Cushing of Boston
12. George F. Lovejoy of Boston
13. George S. Smith of Newton
14. Norman A. Keith of Brockton
15. Frederick E. Goff of Taunton
16. Phineas C. Hoadley, Jr. of Fairhaven
REIMER and HARRISON—Socialist Labor
AT LARGE
Oscar Klausian of Lynn
Ingvar Pearson of Boston
BY DISTRICTS
1. Henry Hoffin of Holyoke
2. Daniel S. Low of West Springfield
3. John A. Anderson of Gardner
4. William Taylor of Worcester
5. John McKinnon of Lowell
6. Jeremiah P. McNally of Salem
7. Ezekiel Hamberger of Lynn
8. Fredrick Roberts of Bedford
9. Andrew Mortenson of Somerville
10. Paul E. Anderson of Boston
11. Henry C. Rose of Boston
12. Harry Keller of Boston
13. Oyer Eager of Ashland
14. John A. Fredrickson of Braintree
15. Albert Barnes of Fall River
16. Jeremiah O'Flaherty of Plymouth
To vote for Electors of One Party, mark a Cross X in the Square at the right of the Party Name.
ELECTORS OF PRESIDENT AND VICE PRESIDENT
Vote ONCE
WILSON and MARSHALL—Democratic
AT LARGE
David L. Walsh of Fitchburg
Sherman L. Whipple of Brookline
BY DISTRICTS
1. Harry A. Garfield of Williamstown
2. Thomas F. Harrington of Springfield
3. Marcus C. Coolidge of Fitchburg
4. H. Oscar Auchincloss of Worcester
5. Humphrey O'Sullivan of Lowell
6. Charles F. Hopes of Salem
7. Simeon Tiger of Lawrence
8. Eugene Wambaugh of Cambridge
9. Marcus Daehe of Quincy
10. William Taylor of Boston
11. Josiah Quincy of Boston
12. John MacDonnell of Boston
13. Edward E. Ginsberg of Boston
14. Charles M. Hickey of Brockton
15. John F. Doherty of Fall River
16. Thomas C. Thacher of Plymouth
Voters inserting names must mark a cross X against each one.
AT LARGE
BY DISTRICTS
1.
2.
3.
4.
5.
6.
7.
8.
9.
10.
11.
12.
13.
14.
15.
16.
To vote for a Person, mark a Cross X in the Square at the right of the Party Name, or Political Designation.
GOVERNOR.....Vote for ONE
JAMES MAYES—of Plymouth—Socialist Labor
CHESTER H. LAWRENCE—of Boston—Prohibition
SAMUEL W. McCALL—of Winchester—Republican
FREDERICK W. MANSFIELD—of Boston—Democratic
DAN A. WHITE—of Brockton—Socialist
LIEUTENANT GOVERNOR.....Vote for ONE
CALVIN COOLIDGE—of Northampton—Republican
ALFRED H. EVANS—of Hadley—Prohibition
SYLVESTER J. McBRIDE—of Watertown—Socialist
THOMAS J. MAHER—of Dedham—Socialist Labor
THOMAS P. RILEY—of Malden—Democratic
SECRETARY.....Vote for ONE
THOMAS F. BRENNAN—of Salem—Socialist Labor
LEON R. EYGES—of Brookline—Democratic
LOUISE ADAMS GROUT—of Boston—Socialist
ALBERT P. LANGTRY—of Springfield—Republican
TREASURER.....Vote for ONE
CHARLES L. BURRILL—of Boston—Republican
FREDRICK E. DELCHER—of Florence—Socialist Labor
ELAM K. SHELDON—of Chelmsford—Socialist
HENRY H. TEAGUE—of Williamstown—Democratic
AUDITOR.....Vote for ONE
JOSEPH BEARAK—of Boston—Socialist
FRANK SONNENBCH—of Boston—Socialist Labor
ALONZO B. COOK—of Boston—Republican
JOHN B. H. SOULLIERE—of Worcester—Democratic
ATTORNEY-GENERAL.....Vote for ONE
HENRY C. ATTWILL—of Lynn—Republican
JOSEPH JOYCE DONAHUE—of Medford—Democratic
JOSEPH JISKRA—of Dalton—Socialist Labor
JOHN WEAVER SHERMAN—of Boston—Socialist
To vote for a Person, mark a Cross X in the Square at the right of the Party Name, or Political Designation.
SENATOR IN CONGRESS.....Vote for ONE
JOHN F FITZGERALD—of Boston—Democratic
HENRY CABOT LODGE—of Nahant—Republican
WILLIAM M. McDONALD—of Northampton—Socialist
CONGRESSMAN—Third District.....Vote for ONE
CALVIN D. PAIGE—of Southbridge—Republican
MICHAEL A. SCANLON—of Canton—Democratic
COUNCILLOR—Seventh District.....Vote for ONE
FRANK V. JUSTEN—of Fitchburg—Socialist
CHANNING SMITH—of Leicester—Republican
SENATOR—Third Worcester District.....Vote for ONE
FRED W. CROSS—of Royalston—Republican
EDWARD J. DAILEY—of Fitchburg—Democratic
JOHN M. KARVONEN—of Fitchburg—Socialist
REPRESENTATIVE IN GENERAL COURT
First Worcester District
Vote for ONE
WILLIAM G. LORD—of Athol—Republican
WILLIAM M. WELCH—of Athol—Democratic
COUNTY COMMISSIONER—Worcester County
Vote for ONE
GEORGE W. COOK—of Bare—Republican
ASSOCIATE COMMISSIONERS.....Vote for TWO
Worcester County
DISTRICT ATTORNEY—Middle District.....Vote for ONE
EDWARD T. EATY—of Worcester—Republican
JOHN M. THAYER—of Worcester—Democratic
To vote for a Person, mark a Cross X in the Square at the right of the Party Name, or Political Designation.
CLERK OF COURTS—Worcester County.....Vote for ONE
THEODORE S. JOHNSON of Worcester—Republican
REGISTER OF DEEDS—Worcester District.....Vote for ONE
DANIEL KENT—of Worcester—Republican
To vote on the following, mark a Cross X in the square at the right of YES or NO:—
"Shall there be a convention to revise, alter or amend the constitution of the commonwealth?"
YES
NO
To vote on the following, mark a Cross X in the square at the right of YES or NO:—
"Shall an act passed by the General Court in the year nineteen hundred and sixteen, to make the first day of January, known as New Year's Day, a legal holiday, be approved and become law?"
YES
NO
To vote on the following, mark a Cross X in the square at the right of YES or NO:—
"Shall an act passed by the general court in the year nineteen hundred and sixteen entitled "An Act to prevent the voters of one political party from voting in the primaries of another political party" be approved and become law?"
YES
NO

FACSIMILE OF A MASSACHUSETTS BALLOT AT A PRESIDENTIAL AND STATE ELECTION.

NATURALIZATION

The Fourteenth Amendment to the Constitution of the United States reads: *"All persons born or naturalized in the United States and subject to the jurisdiction thereof,* are citizens of the United States and of the State wherein they reside."

Citizens by birthright are, therefore, persons who are born in this country.

Citizens by naturalization are those who take out naturalization papers through the proper courts. Persons belonging to the *white or black races* are the only ones who may become naturalized. The yellow races are excluded. However, a Chinese or Japanese child *born* in the United States is a citizen, though his parents may not become naturalized.

A man is also ineligible for citizenship if he withdrew his declaration of intention to avoid military service during the recent war.

Courts of Naturalization in Massachusetts are the United States District Court in Boston, and the Superior Court sitting in the several counties.

The procedure of naturalization for a man, unmarried woman, or a widow, is as follows. The person who intends to become a citizen must be over eighteen years of age. He goes before the Clerk of the Naturalization Court and declares his intention to become a citizen of the United States. He makes oath to this effect, and he does not need to sign his name, nor read nor speak English. The Clerk attests to the form, which is now a certificate and is given to the applicant. There is a fee of one dollar for this declaration.

DECLARATION OF INTENTION

Invalid for all Purposes Seven Years after the Date Hereof.

.....} In the .....Court.
.....} ss.

of.....

I, ..., aged ..... years, occupation .....
do declare on oath that my personal description is: Color.....,

complexion ....., height .....feet ..... inches, weight..... pounds, color of hair....., color of eyes....., other visible distinctive marks ..... I was born in ..... on the..... day of ....., anno Domini 1.....; I now reside at.....
I emigrated to the United States of America from..... on the vessel.....; my last foreign residence was ..... It is my bona fide intention to renounce forever all allegiance and fidelity to any foreign prince, potentate, state, or sovereignty, and particularly to ....., of whom I am now a subject; I arrived at the port of ....., in the State of ....., on or about the ..... day of ..... anno Domini 1.....; I am not an anarchist; I am not a polygamist nor a believer in the practice of polygamy; and it is my intention in good faith to become a citizen of the United States of America and to permanently reside therein; SO HELP ME GOD.

.....
(Original signature of declarant.)

Subscribed and sworn before me this.....
day of ....., anno Domini 192.....

.....
Clerk of the.....Court.
By .....Clerk.

The second step in naturalization cannot be taken unless the applicant has lived in the United States for five years and in the State for the one preceding year. The first papers may be obtained at any time—the day the immigrant lands, if he so desires,—but the final papers call for a five-year residence. Also there must be an interval of two years between the first and last papers.

The first papers are good for seven years. If the declarant forgets or neglects to apply for second papers within seven years, he must begin all over again, take out first papers, and wait two years more for his second papers.

As a preliminary to securing final papers applicants who came into the United States after June 29, 1906, should apply for a blank form called "Application for Certificate of Arrival". This paper should be filled out and mailed to Washington according to directions given. Then the applicant must wait until notified to appear at the court. Those who arrived on or before June 29, 1906, need not do this.

To obtain his final papers the applicant again goes to the Naturalization Court. If he has changed his residence he

may go to a different court from that to which he went for his first papers. He must take with him two witnesses who make oath that they have personally known that the applicant has lived in the United States for five years immediately preceding his application. (If he resided for part of the five years in other States he may have other witnesses or depositions covering said period.) His witnesses must know him to be of good character, attached to the principles of the Constitution, and qualified, in their minds, to be a citizen of the United States. These witnesses must be citizens, birthright or naturalized. The blank form such as must be filled is as follows:

PETITION FOR NATURALIZATION

To the Honorable the ..... Court of .....

The petition of.....hereby filed, respectfully showeth:

First. My place of residence is.....

Second. My occupation is .....

Third. I was born on the .....day of.....anno Domini 1....., at .....

Fourth. I emigrated to the United States from....., on or about the..... day of .....anno Domini 1 ....., and arrived in the United States, at the port of ....., on the.....day of ..... anno Domini 1....., on the vessel.....

Fifth. I declared my intention to become a citizen of the United States on the.....day of....., anno Domini 1.....at ....., in the.....Court of .....

Sixth. I am.....married. My wife's name is..... She was born in....., and now resides at..... I have .....children, and the name, date and place of birth, and place of residence of each of said children is as follows:.....

.....

Seventh. I am not a disbeliever in or opposed to organized government or a member of or affiliated with any organization or body of persons teaching disbelief in or opposed to organized government. I am not a polygamist nor a believer in the practice of polygamy. I am attached to the principles of the Constitution of the United States and it is my intention to become a citizen of the United States and to renounce absolutely and forever all allegiance and fidelity to any foreign prince, potentate, state, or sovereignty, and particularly to.....of whom at this time I am a subject, and it is my intention to reside permanently in the United States.

Eighth. I am able to speak the English language.

Ninth. I have resided continuously in the United States of America for the term of five years at least, immediately preceding

the date of this petition, to wit, since the.....day of..... anno Domini 1....., and in the State of....., continuously next preceding the date of this petition, since the.....day of..... anno Domini 1....., being a resident within this State of at least one year next preceding the date of this petition.

Tenth. I have not heretofore made petition for citizenship to any court. (I made petition for citizenship to the.....Court of .....at....., on the.....day of.....anno Domini 1....., and the said petition was denied by the said Court for the following reasons and causes, to wit,....., and the cause of such denial has since been cured or removed.)

Attached hereto and made a part of this petition are my declaration of intention to become a citizen of the United States and the certificate from the Department of Labor, together with my affidavit and the affidavits of the two verifying witnesses thereto, required by law. Wherefore your petitioner prays that he may be admitted a citizen of the United States of America.

.....
(Complete and true signature of petitioner.)

Declaration of Intention and Certificate of Arrival No..... from Department of Labor filed this.....day of....., 192.....

The Clerk fills out the formal petition for naturalization in accordance with the information on the blank. The applicant makes oath that his statements are true, and signs the petition. The Clerk files the petition, the certificate of arrival, the declaration of intention, and the affidavits of the two witnesses. The fee for this is four dollars. The Clerk posts a notice of the application in his office, and sends a copy of the petition to the Bureau of Naturalization in Washington.

The United States authorities have a right to cross-examine the applicant and his witnesses, at the final hearing in open court, at least ninety days later. The applicant receives due notice when this hearing will be held. The Judge examines the applicant in English on such questions as will show the extent of the applicant's knowledge of our principles and form of Government, the duties and privileges of a citizen, names of various officials, etc.

If the Judge is satisfied that the applicant is qualified to be a citizen of the United States, he administers the oath of allegiance, which is:

"I do hereby declare, on oath, that I absolutely and entirely renounce and abjure all allegiance and fidelity to any foreign prince, potentate, state or sovereignty, and particularly to..... the ..... of ..... of whom I have heretofore been a subject; that I will support and defend the Constitution and Laws of the United States of America against all enemies, foreign and domestic; and that I will bear true faith and allegiance to the same, SO HELP ME GOD.

If the applicant desires to change his name he may do so as a part of the naturalization proceedings.

No certificate of naturalization is issued by any court within thirty days next preceding a general election in the district over which the court has jurisdiction.

An exception of the five-year period of residence is made for the soldiers and sailors.

A naturalized citizen who goes back to his native country and resides there for two years, or in any other country for five years may be deprived of his United States citizenship, unless he can give satisfactory reasons for his absence from this country.

CITIZENSHIP OF MARRIED WOMEN

Previous to September 22, 1922, a married woman took the nationality of her husband. An American woman who married an alien became herself an alien.* An alien woman who married an American or whose husband became naturalized, became herself an American citizen (provided she belonged to one of the races which might be naturalized). A married woman could not take out naturalization papers.

The Cable Bill in 1922 gave married women independent citizenship on the following terms:

Those married previous to Sept. 22, 1922.

Their status is not changed, except that

(1) *The American woman who had lost her citizenship by marriage to an alien* (himself eligible to citizenship) is permitted to take out naturalization papers, which she may do without (a) having

*The attorney-General of Massachusetts gave an opinion to the effect that an American woman who had married an alien *previous to* the passage of the Naturalization Act of March 2, 1907 could retain her American citizenship. Thus Massachusetts permits such women to vote.

filed a declaration of intention, or (b) having lived in the country more than one year.

(2) *The alien woman married to an alien* (himself eligible for citizenship) is permitted to take out independent naturalization papers and become a citizen by going through the regular process.

Those married after Sept. 22, 1922.

(1) *An American woman who marries an alien* retains her citizenship, unless
   (a) her husband is ineligible to citizenship, or
   (b) she renounces her citizenship before a naturalization court, or
   (c) she goes abroad to live, in which case she is under the same presumption of having forfeited her citizenship as a naturalized citizen. (See page 83.)

(2) *An alien woman who marries an American,* or whose husband becomes naturalized, does not acquire citizenship, but she may become naturalized, and is not required (a) to have filed a declaration of intention, or (b) to have lived in the country more than one year.

(3) *The alien woman who marries an alien* (himself eligible to citizenship) may take out independent naturalization papers and become a citizen by going through the regular process.

CITIZENSHIP OF CHILDREN

Children who are minors become citizens upon the naturalization of the father, or the mother if a widow, *provided said children come to this country before they are twenty-one years* of age.

Children born abroad, of United States citizens, are citizens also, provided the parent has been a resident of the United States.

Alien children adopted by United States citizens do *not* acquire citizenship.

GLOSSARY OF POLITICAL TERMS

For terms not found here see Index.

Alien and Sedition Laws—Laws providing for the deportation of aliens judged to be dangerous to the peace and liberties of America and for the suppression of sedition. Sedition consists in conspiracy against the Government, the utterance of false, scandalous or malicious writing, etc., against the Government by either aliens or citizens.

Bicameral—The organization of a legislative or similar body into two houses.

Budget—A financial statement of the estimated income and necessary expenditures of National, State or City Government, upon which appropriations are based.

Caucus—A meeting of voters of a specified party for the purpose of nominating party candidates, or for the election of delegates to party conventions, or to determine action on certain questions of party importance.

Direct Primary—A preliminary election in which the voters of each party directly nominate the party candidates. It replaced the convention system, in which the voters merely chose convention delegates, who made the nominations.

Eminent Domain—The right of government to condemn and take private property for public use, the courts to determine the value by jury decision.

Excise Tax—A tax levied on goods produced within the country.

Fillibuster—Prolonged debate with the object of preventing a bill from being voted upon.

Franchise—The grant of special privilege which enables a corporation in a state or municipality to do business. Also the right of an individual to vote.

Frank—A privilege granted by Congress to individuals and departments entitling them to the free use of the mails.

Free Trade—The free commercial intercourse between countries, with low tariffs levied for revenue only, rather than protection.

Gerrymander—The districting of a state or city for party advantage.

Habeas Corpus—An order or writ, obtained from a Judge of the court, commanding that the designated prisoner be immediately brought into court for examination. The right of Habeas Corpus is especially provided for in Federal and State Constitutions, and is intended to prevent the illegal detention of persons falsely accused.

Injunction and Abatement Act—This measure puts upon the owner of property the responsibility for its use for immoral purposes. The owner may be fined or put under bond to insure the property from again being put to vice use.

Interstate Commerce—Commerce or railway transportation from one state to others.

Intrastate Commerce—Commerce within the State.

Joker—A clause of a bill, having a concealed meaning which subverts the original purpose of the bill, or adds or detracts from the intent of its supporters.

Lobbyist—One who by personal effort with the lawmakers endeavors to influence legislation.

Log-Rolling—Trading of votes by members of a legislative body or council.

Mandamus—A writ compelling an officer or corporation to perform his or its public duty, which may have been omitted, neglected, or refused.

Monopoly—Combinations in trade which stifle competition.

Monroe Doctrine—The enunciation by President Monroe to the effect that any attempt by a foreign power to gain foothold in the Western Hemisphere would be regarded by the United States as an unfriendly act.

Pork—The securing of some superfluous or extravagant benefit to a member's constituency at public expense, as for instance a postoffice, bridge, public building, etc.

Precinct—A subdivision of a city for the designation of election places, fire, police and other departmental administration.

Preferential Ballot—A ballot whereon the voter may indicate his choice of candidates as 1st, 2nd, 3rd, etc. If there is no majority election on first choices his ballot helps his second choice, etc.

Proportional Representation—A system in which each political party or group of opinion receives representation in Congress or other bodies in proportion to the number of votes it receives. It eliminates the gerrymander and other political tricks.

Protection—The levying of high import duties on certain classes of goods for the protection from foreign competition of American manufacturers.

Recall—The right of voters, by means of petition, and election, to remove officials whose conduct is disapproved.

Reciprocity—Reciprocal adjustment between the United States and foreign countries, which lowers duties on goods, for mutual increase of commerce.

Rider—An addition to a bill which bears no reference to the subject matter of the original bill.

Short Ballot—The election of but few officials,—those who determine policies,—who are given power to appoint executive heads of departments for whose actions the elected officers are held responsible.

Single Tax—A system which takes taxes off of all the products of labor, and places the entire cost on land.

Slate—A list of candidates made up beforehand for nomination or appointment.

States' Rights—The power reserved by the individual States to settle their own internal affairs.

Tariff—The tax placed on foreign goods entering the country.

Trusts—Combinations of business interests to create monopolies for the purpose of controlling manufactures, commodities, or prices.

BIBLIOGRAPHY.

A Citizen's Guide (on Massachusetts State Government)	Boston League of Women Voters
Massachusetts Primer of Citizenship and Government	White. Mass. League of Women Voters
The Constitution and Government of Massachusets	Frothingham
Outline of Government in the United States (with further bibliography)	National League of Women Voters, 811 Superior Ave. N. E., Cleveland, Ohio.
Parties, Politics and People	League of Women Voters, Cleveland, Ohio.
Manual for the General Court	Commonwealth of Massachusetts
Citizens' Handbook (on Boston City Government)	Women's Municipal League of Boston
Boston Municipal Register	City of Boston
City Charter	.....
The Woman Citizen	Boyd
Your Vote and How to Use It	Brown
The Woman Voter's Manual	Forman-Shuler
American Citizenship	Beard
The Spotlight (a monthly magazine on the National Government)	Searchlight Publishing Co., Washington, D. C.
The Woman Citizen (a fortnightly magazine)	171 Madison Ave., New York City

INDEX

Absentee Voting 70
Ambassadors 11
Amending Massachusetts Constitution 25
Amending the U. S. Constitution 16
Americanization (see Naturalization) 79–84
Appointments 11, 27, 45, 46, 15
Attorney-General 12, 22, 28, 41
Auditor 28, 42, 46, 56
Ballot 76, 78
Ballot, Facsimile of 78
Basis of Representation 7
Bibliography 89
Bills 19
Blackwell, Alice Stone 3
Boards 13
Boston City Government 51–64
Boston City Government Chart 52,53
Budget 26, 46, 51
Cabinet Members 12, 13
Cable Bill 83, 84
Candidates 71, 72
Changing Name 83
Children, Citizenship of 84
Cities, Massachusetts 40, 44–50
Citizenship (see Naturalization) 79–84
City Council 46, 51, 54
City Departments (Boston) 57–64
City Government, Types of 44
City Manager 44, 45
Civil Service 13, 30, 51
College Equal Suffrage League 3
Commission Government of Cities 44, 45
Commissions and Boards, National 13, 14
Committees, Congressional 10
Committees, Massachusetts 19, 20
Congress 7, 8, 9
Congressional Representation 7
Congressmen, Salaries, etc. 14
Councillors 25, 26
County Government 38–39
Courts 15, 33–37
Democratic Party 67
Departments, Boston City 57–64
Departments, Massachusetts 29–32
Departments, National 12–13
District Attorney 15, 36
District Courts 33
District Judges 15
Duties of Congress 8, 9

Elections 70–74
Electoral College 10, 70
Engross 20–21
Executive Department, National 11
Executive Department, State 25, 26
Extradition 27
Federal Courts 15
Federal Judges 15
Federal Reserve Board 14
Federal Trade Commission 14
Finance Commission 56
Frame of Government of Cities, Table 48–50
General Court, Massachusetts 17
Glossary 85–88
Governor 19, 20, 22, 23, 24, 25, 26. 27, 28
Governor's Council 26, 27, 28
House of Representatives, Massachusetts 17, 19
House of Representatives, National 7, 8, 10
Impeachment 10, 19, 33
Improvement Districts 43
Initiative and Referendum 22–24, 45
Interstate Commerce Commission 13
Judges 15, 33, 34, 36
Judiciary, Massachusetts 33–37
Judiciary, National 15
Jury 34–36
Justices 33, 34, 35, 36, 37
Laws, How Made 19–22
Legislative Department, Massachusetts 17
Legislative Department, National 7
Legislative Measures 19, 20
Lieutenant-Governor 25, 26, 27, 28
Local Government 40–50
Lodge, Henry Cabot 68
Massachusetts Cities 48–50
Massachusetts, Constitution of 17, 25
Massachusetts, General Court 17
Massachusetts, Map of 6
Massachusetts, Representation 7
Massachusetts, State Government 17
Massachusetts, State Government, Chart 18
Mayor 46, 51, 54, 55
Measures, Legislative 19, 20, 21
Municipal Courts 33, 34
Name, How Changed 83
National Elections 70, 71
National Government 7
Naturalization 79–84
Nominations 45, 57, 69–74
Officers Elected at State Election 73, 74
Organization of Parties 69
Pardons 11, 27
Party Organization 69
Political Parties 65–69

Political Parties, Chart of 66
Postmaster-General 12
Powers of Governor 26, 27
Powers of President 11
President of Senate 7, 17, 71
President of United States 10, 11, 12, 13, 14
Presidential Primaries 73
Primaries 71–73
Principles of Political Parties 67–68
Probation 37
Qualifications for Voting 70
Recall 45, 87
Referendum 22, 23, 24, 25
Registration 75
Representation in Congress 7
Representative, Age, Term, etc. 8
Republican Party 67–68
Roewer, George E., Jr. 68
Route of a Bill through the Legislature, Chart 21
Salaries 14, 24
School Committees 42, 44, 55
Seal of the United States 16
Seal of the Commonwealth of Massachusetts 37
Seal of the City of Boston 63
Secretary of Agriculture 13
Secretary of Commerce 13
Secretary of Commonwealth 20, 22, 28
Secretary of Interior 12
Secretary of Labor 13
Secretary of Navy 12
Secretary of State 12
Secretary of Treasury 12
Secretary of War 12
Selectmen 42
Senate, Massachusetts 17
Senate, United States 7, 10
Socialist Party 68
Speaker of House, Massachusetts 19
Speaker of House, National 8
State Departments 29–32
State Officers 28
State Representation 7
Stone, Lucy 1, 3
Succession to Governorship 28
Succession to Presidency 13
Superior Court, Massachusetts 33, 34–35
Supreme Court, U. S. 15
Supreme Judicial Court, Massachusetts 33, 35
Term of State Officers 17
Term of U. S. Representatives 8
Term of U. S. Senator 7
Terms used Politically 85
Town Meetings 40, 41
Towns 40

Treasurer 28
Treaties 10
United States 7–9, 10, 11
United States Representatives 7–8, 10
United States Senators 7
Veto Power of Governor 22, 23, 26
Veto Power of Mayor 46, 51, 54
Veto Power of President 11
Vice-President 7, 10, 13, 14
Voting 76, 77
Voting Qualifications 70
Walsh, David I. 67
Women, Citizenship of Married 83, 84

PRINTED BY
THE CENTURY PRESS
BOSTON, MASS.

LIBRARY OF CONGRESS
0 040 051 160 3